BIHAR AND ORISSA

IN

1934-35

BY

S. SOLOMON,
Indian Civil Service.

SUPERINTENDENT, GOVERNMENT PRINTING,
BIHAR, PATNA,
1937.

[*Price—Re. 1.*]

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NOTICE.

The task of preparing this book has been entrusted to Mr. S. Solomon, I.C.S., Publicity Officer, and it is now published under authority and with the general approval of the local Government, but it must not be assumed that the approval extends to every particular expression of opinion.

PREFATORY NOTE.

THE main portion of this volume deals with the financial year 1934-35, namely from 1st April 1934 to the 31st March 1935. A short summary of the administration of the Province for the calendar year 1935, which was first released for publication in March 1936, is added as Appendix I. The photograph of the Puri Waterworks with the Jagannath Temple in the back ground is reprinted from the Indian Concrete Journal, November, 1935, by courtesy of the Concrete Association of India.

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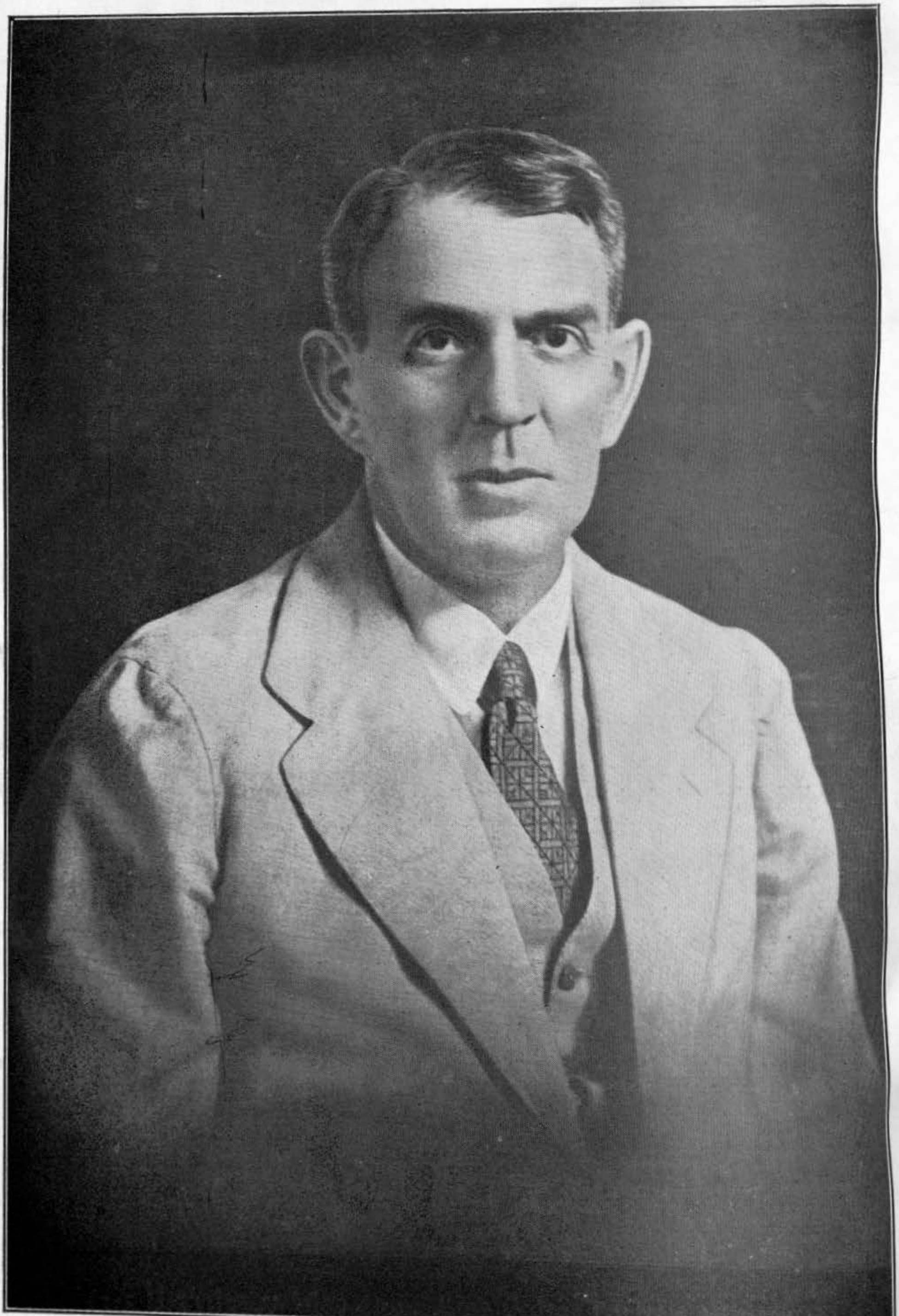
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His Excellency Mr. (now Sir) John Tarlton Whitty, C.S.I., C.I.E., I.C.S. (Acting Governor)

CHAPTER I.

Political and general events.

The Administration.

In view of the importance of reconstruction work after the great earthquake of the 15th January 1934, His Excellency Sir James Sifton, K.C.S.I., K.C.I.E., I.C.S., postponed his intention of taking four months' leave in the hot weather. His Excellency departed on leave on the 12th October 1934 making over charge of the Administration to the Hon'ble Mr. (now Sir) John Tarlton Whitty, C.S.I., C.I.E., I.C.S., Member of the Executive Council, who was appointed as Acting Governor, till the return of Sir James Sifton from leave on the 11th February 1935; when the Hon'ble Mr. Whitty retired from service with the goodwill of all who knew him. On his return from leave His Excellency Sir James Sifton continued to be the Governor of the Province for the rest of the period under review: The Hon'ble Mr. (now Sir) J. A. Hubback, C.S.I., I.C.S., acted temporarily as a Member of the Executive Council in place of the Hon'ble Mr. J. T. Whitty from the 12th October 1934 till the 11th February 1935 when he continued as a permanent Member for the remainder of the period under review.

There were no other changes in the Administration, the Hon'ble Babu Nirsu Narayan Sinha, the Hon'ble Dr. Sir Ganesh Datta Singh, Kt., and the Hon'ble Mr. Saiyid Abdul Aziz continuing throughout the year to hold their respective offices of a Member of the Executive Council, the Minister of Local Self-Government and the Minister of Education and Development. At the High Court the Hon'ble Sir Courtney Terrell, Kt. (Barrister-at-Law) continued throughout the year to hold the office of the Hon'ble Chief Justice.

At the end of September 1934 His Excellency Sir James Sifton who had already in the preceding January, February and March made extensive tours of the earthquake stricken districts, made a further tour to inspect the progress achieved in the work of reconstruction. He visited Jamalpur, Monghyr, Madhubani, Darbhanga, Motihari, Muzaffarpur and Arrah. At Madhubani and Motihari he inspected the new sites proposed for Government buildings and at Muzaffarpur he studied the road-widening scheme. Of particular interest, was the visit to Motihari. The new site

proposed at Luathaha, a mile or two from the town, had aroused considerable opposition which had found expression in the Legislative Council, where an assurance was given that His Excellency himself would make a local inspection before the matter was finally decided.

His Excellency Mr. John Whitty toured extensively during his four months of office as Acting Governor. On his way down to Patna from Ranchi he visited Jhalda and Purulia and in November he visited Purnea, Madhipura and Supaul. At Christmas he visited Bettiah and the Tribeni forests, and in January 1935, Gaya, where he received addresses from the local bodies. In the course of his reply Mr. Whitty put in a strong plea for co-operation in working the new constitution.* In the same month His Excellency Mr. J. T. Whitty visited Hathwa and also Muzaffarpur, Sitamarhi, Madhubani and Darbhanga where he inspected the earthquake reconstruction work. On the 29th January he visited Dumraon which was again favoured with the Governor's visit on the 28th March 1935 when His Excellency Sir James Sifton invested the proprietor of the Dumraon Estate with the title of Maharaja Bahadur.

Political and general events.

The year 1934-35 forms a landmark in the history of Bihar and Orissa. In that year the province became for the first time since its inception in 1912 the centre of the Indian stage. The great earthquake in the preceding January had brought Bihar prominently into notice and the attention of the country was for months focussed on the province. The publicity that the earthquake gave the province was reflected in the political field, and with the mantle of the Congress Presidentship about to descend on Babu Rajendra Prasad, a native of Saran district and the President of the Bihar Central Relief Committee, the province became the centre also of political activity. The political decisions of the period were likewise of great importance. It is true that already in the previous year civil disobedience had become a pale shadow, and the change from 'mass' civil disobedience to 'individual' civil disobedience had failed to conceal that the Congress attempt to subvert the constitution had definitely miscarried. But now, for the first time since its capture by Mr. Gandhi, the Congress, though still equivocally, appeared to abandon its revolutionary idealism in favour of a more common-sense realism. To this end the earthquake of the preceding January contributed in no small measure. For at a time when

*Vide Appendix IV (c).

calamity drew Government and the people together in a common effort at reconstruction, it may have seemed improper for those who claimed to represent the people to have persisted in their policy of even theoretic obstruction to Government. On the 7th of April 1934, Mr. Gandhi who had visited the stricken areas in March, close upon the Viceroy's visit, and had seemed genuinely impressed with the sincerity of the Government's reconstruction efforts, issued from Bihar a statement calling off civil disobedience for everyone except himself. This was followed in May by the revival of the Swaraj Party at Ranchi under the leadership of Dr. Ansari, Dr. B. C. Roy and Mr. B. Desai with a programme of furthering the nationalist cause through work in the legislatures. In sharp contrast to his former attitude on the subject, Mr. Gandhi now blessed this parliamentary mentality as not incapable of good. It was first intended that the Swaraj Party, whose resurrection was disliked by many Congressmen, should be a completely autonomous body. But it was soon decided not to encourage the fissiparous tendencies that were already becoming apparent within the Congress organization with the contemporaneous creation at Patna of the All-India Socialist Party as an extreme wing of the parent body. Thus the Swaraj Party was quickly re-absorbed as the parliamentary wing of the Congress under a semi-autonomous Congress Parliamentary Board and the stage was set for the elections to the Legislative Assembly in November. Meanwhile on the 17th September, Mr. Gandhi announced his impending retirement from Congress politics. He made it clear, however, that his advice would always be available Nor did he retire until after the Congress Session, which began on October 21st in Bombay, where the force of his personality, buttressed by the ability with which Babu Rajendra Prasad, the new President, guided the not unruffled deliberations of that body, triumphed on all fronts in face of considerable opposition. The opposition however was not united. Pandit Malaviya and his Anti-Communal Award group, which had widespread support in Bengal and the Punjab, were chiefly concerned with reversing the ' neither accept nor reject ' attitude towards the Communal Decision, adopted by the Congress Working Committee in the preceding June, for fear of alienating the remnants of Moslem opinion that still adhered to the Congress. This party formed the Congress Right Wing. On the Left Wing were the Socialists, few but vociferous and handicapped by the incarceration of their leader Pandit Jawaharlal Nehru. They were quite uninterested in the Communal Award but disliked intensely the parliamentary mentality of their colleagues and in particular Mr. Gandhi's other worldliness. In the Centre was the great

bulk of Congress opinion still completely under the sway of Mr. Gandhi. In the absence of a united opposition Mr. Gandhi's drastic amendments to the Congress constitution, calculated on the one hand to render that body more business-like by, among other changes, a great reduction in the numbers of delegates, and on the other, to make it more unreal by the imposition of a 'manual labour' clause on all aspirants to Congress office, were almost all carried in the teeth of considerable distaste. While the parliamentary programme of the Congress was entrusted to the Congress Parliamentary Board set up at Patna a few months previously and the 'khaddar' programme was to be carried on as before by the All-India Spinners' Association, a new semi-autonomous body was created at the Bombay Session by a resolution setting up an All-India Village Industries Association apparently intended to raise the standard of living of the rural masses under Congress auspices by promoting cottage industries. As the parliamentary programme, 'khaddar' and village industries were all equally scorned by the Socialist Wing, the Bombay Session of the Congress under Babu Rajendra Prasad and Mr. Gandhi may be regarded as a triumph of the moderate and idealist elements within the Congress.

The Bombay Congress was hardly over when public attention was focussed on the elections to the Legislative Assembly in November. The Madras results, first to be announced, indicated a spectacular Congress victory over the Justice Party and were followed in Bihar and Orissa by similar results in the general constituencies. All eight general constituencies in the province fell to the Congress, everywhere except in Chota Nagpur by overwhelming majorities. This was not a surprising result in the case of such large constituencies, where the Congress was the only party to have any semblance of an organization. Moreover provincial pride at the position occupied by Babu Rajendra Prasad and popular Hindu sentiment favoured the Congress. The Congress, however, failed to make any impression on the other four seats, one a landholders' constituency and the other three, Moslem constituencies. In the case of the latter, indeed, in the Tirhut Division where the activities of the Bihar Central Relief Committee had operated in favour of the Congress, the candidate backed by the Congress put up a good fight but was none the less defeated. He however had the satisfaction of seeing his successful opponent, Maulana Shafi Daudi, unseated some months later by an election petition alleging various irregularities.

On the 22nd November the Report of the Joint Parliamentary Committee under the Chairmanship of the Marquess of Linlithgow

was published. Although the Report was of historic importance, its publication did not arouse as much public interest as might have been expected. The reason for this may be sought in the fact that the main lines of the Report had already found place in the White Paper, published in March 1933 and had been under constant criticism and discussion since, so that the public were a little tired of the topic of the new constitution, which had been continuously on the anvil ever since the publication of the Simon Report and the succession of Round Table Conferences. But its importance was by no means ignored. In political circles and in the press the proposals were criticized as even more disappointing than the White Paper, although tributes to the style of the Report were not wanting. In particular the absence of any reference to Dominion Status as the goal of India's political progress was observed with deep disquiet which found expression from all sides in the debate in the Legislative Council in January 1935. The apprehensions caused by this omission were only partly allayed by Ministerial reassurances on the subject in the subsequent debates in the House of Commons. The Congress party was in a dilemma. Intensely disliking the Report, they yet knew that they had prematurely played what they had thought a trump card—civil disobedience—and had lost the game, while they had the additional mortification of being held responsible by many for those of the safeguards which had not found place in the Simon Report. On the 5th December the Congress Working Committee met at Patna and resolved that they were " of opinion that the said scheme should be rejected, while knowing the rejection must involve the necessity of struggling under the present constitution humiliating and intolerable as it is, until it is replaced by one framed by a constituent assembly in accordance with the Congress resolution on the subject ". This resolution was widely criticized. For however much those outside the Congress were disappointed in the Report, they did not fail to realize that the new constitution in spite of all its checks and safeguards, involving as it did almost complete provincial autonomy and a change of outlook at the centre, was a great advance on the old constitution, and nobody (perhaps not even the Congress) really wanted to postpone this advance until the birth of a chimerical constituent assembly, about which all was left to the imagination, except the distasteful detail that the minorities, as in the Lucknow Pact of 1916 and the Communal Decision of 1932 were to choose their representatives by separate electorates. That the public was in no mood to follow the Congress in any organized agitation that it might have contemplated against the Report was soon made abundantly clear by

the widespread apathy evinced by the people on the Independence Day celebrations of January 26. In Orissa agitation against the Report was even less marked, as the further concessions made by the Committee to Oriya opinion in the matter of the boundaries of the proposed new province were extremely popular.

In February the hopes of the province and indeed of all India were centred on the talks at Delhi between Babu Rajendra Prasad and Mr. Jinnah, and for a brief moment it seemed as though the long sought communal agreement would at last be reached. But extreme counsels once more prevailed and, with the break-down of the conversations, a deterioration in communal relations at once set in, precipitating events, which led on the 19th March to the firing on a frenzied Moslem mob at Karachi—a tragedy that cast its shadow over the events of the succeeding months, even touching in its gloom the joy and splendour of the King-Emperor's Silver Jubilee Celebrations in the following May.

Communal Relations.

The controversies that persisted throughout the year over the Communal Award served but to emphasise the gulf between the two great communities. The Bakr-Id in March produced its usual crop of incidents bearing witness to the tension that persisted in the relations between the communities. At places the ill-feeling continued into the following month and on the 2nd April 1934 at Ramnagar, in the Madhipura subdivision of Bhagalpur district, an ugly clash occurred over a shed which the Moslems claimed to be a mosque and by the time the police arrived the next day, three bodies were already being burnt. Fortunately the Muharram towards the end of April passed off without serious disorder, though minor clashes were reported from Shahabad, Saran, Darbhanga, Monghyr and Dhanbad. An unhappy feature of the over two dozen incidents reported during the Muharram, testifying to the widespread intolerance and spirit of sectarianism prevalent among the people, was to be found in the fact that almost half these clashes occurred among opposing groups of Moslems themselves over the question of precedence of *Akharas*. A similar sectarian spirit was evinced later in the year in the friction between Bihari Sikhs and up-country Sikhs over the management of the Harmandir temple at Patna. In the first week of May trouble between the communities occurred in the jurisdiction of the Bairagnia police-station of the Sitamarhi subdivision over some Hindu cattle which managed to get mixed up with cattle belonging to Moslem butchers. Rioting occurred and the Second Officer from Sitamarhi was compelled



An imposing Silver Jubilee gateway at Ranchi.

to order the police to open fire on a mob, many thousands strong. Fortunately the crowd was induced by the firing to disperse although no casualties occurred. In the following month the communal virus had affected even Ranchi, hitherto fairly immune from it, where Moslems were reported to have deliberately provoked the Hindus during the *Challiswa Muharram*. The ill-feeling thus aroused remained latent and was to burst out afresh in incidents in the following April when the *Ramnaumi* and the *Muharram* happened to coincide. In June, on the other hand, at Wazirganj in the Gaya district, a Moslem man and woman who were leading a cow to slaughter were beaten to death in a *kerbela* by a fanatical Hindu crowd. In the same month the persistent tension that had prevailed in the Dharampur pargana of Purnea district for sometime, causing grave anxiety to the local officers on several occasions, necessitated the imposition of a force of additional police on 137 villages for a year. This had a steadying effect, also beyond the borders of the district, and for several months no serious incidents occurred. It is true that in September a Moslem *shikari* out shooting *nilgai* was murdered by a Hindu mob at Surajgarha in Monghyr district, but the *Dasahara* passed off fairly peacefully in October though at Manjhi in Saran and at Katras in the Jharia coalfield a clash was narrowly averted. In November with the intensification of the Hindu agitation against the Communal Award that accompanied the Assembly elections, the situation again deteriorated and in the first fortnight of the month over a dozen cases of conflict, mostly arising out of the most trivial pretexts, were reported from the Tirhut, Bhagalpur and Patna Divisions. There followed a period of quiescence after the elections, but the failure of the Rajendra Prasad-Jinnah talks in February and the Karachi firing in March once more exacerbated communal ill-feeling which was to reach a climax in the following months. Meanwhile the *Bakr-Id* in March 1935 passed off without serious incident, although rioting almost occurred at Kharagpur, Teghra and Sheikhpura in the Monghyr district and the sacrilegious defilement, with a slaughtered calf's head, of an Asthan outside Phenhara in the jurisdiction of the Dhaka police-station of Champaran was to bear fruit in August 1935 in the most important communal incident in the province of the year 1935-36.

Mr. Gandhi's "Harijan" tour.

After the failure of his Civil Disobedience Movement had become conspicuous Mr. Gandhi decided to devote his energies to the more constructive task of raising the status of the depressed classes. His Majesty's Government had done its best in this

direction by assuring to the depressed classes an important position in the Legislatures of the New Constitution. Mr. Gandhi wished to hasten the process. His spectacular fast of 1932 resulting in the hurriedly devised Poona Pact had indeed secured for the depressed classes, thanks to the leadership of Dr. Ambedkar, a far greater number of seats than had at first been assigned to them by His Majesty's Government. Critics, however, were not wanting to point out that while this was secured purely at the expense of the caste Hindus, the much detested separate electorate for the depressed classes, which was the ostensible reason for Mr. Gandhi's fast could hardly be said to have been entirely eliminated even now. For, whereas under the original Communal Decision the depressed classes, unlike other classes of His Majesty's subjects, were to be given the privilege of two votes; one (for 20 years only) to elect depressed class representatives in separate electorates, and the other to elect jointly with caste Hindus a member for the general constituency, the arrangement now was that the depressed classes in a separate electorate were to choose panels of four candidates, out of which their greatly increased number of representatives were to be selected in joint constituencies of depressed class and caste Hindu voters. Thus, after the commotion occasioned by the fast had died away, the orthodox Hindus had leisure to consider the position soberly and many of them felt keen resentment that they should have been coerced by Mr. Gandhi into a hasty surrender against their better judgment. The irritation amongst the orthodox against Mr. Gandhi's efforts to befriend the depressed classes was increased when Mr. Gandhi after the earthquake of January announced, apparently in all sincerity, that the sufferings of Bihar were a divine punishment for the sin of untouchability. The dazed people of Bihar felt that it was more than a little unfair that they should have been singled out to suffer vicariously for the sins of others, in particular Madras, where the evil of untouchability was most rampant but which geologists had declared to be safely beyond the seismic zone. Therefore, when Mr. Gandhi found time in March 1934 to emerge from his immersion elsewhere in *Harijan* activities and to visit the stricken province and after devoting some thought to the problems of earthquake reconstruction, when he proceeded to tour the province on behalf of his *Harijan* campaign, it was not surprising that his reception should have been a mixed one. While everywhere he was received by large crowds, who came to see rather than to hear him (for his speeches were generally inaudible) at some places there was hostility and indeed organised violence. On the other hand, there

were those who observed that instead of distributing anything to relieve persons afflicted by the earthquake, he succeeded in taking away not inconsiderable sums for his '*Harijan* Fund', even from the worst affected areas. Towards the end of April 1934 Mr. Gandhi met at Arrah and Buxar with considerable opposition from the *Sanatanists* under inspiration from Benares. Also at Buxar offensive pamphlets were circulated against him. From Buxar Mr. Gandhi travelled straight to Jasidih and Deoghar, but his reception was no better. At some of the stations on the way distinct hostility was evinced and he, who, but very few years previously, could only hear deafening cries of '*Jai*' in his honour, now had to submit to cries of '*Gandhi ki chhai*' and "*Gandhi Deoghar na jae*".* Nor did the *Sanatanists* stop short at slogans alone. At Deoghar they smashed the window of Mr. Gandhi's car, and the apostle of non-violence and civil disobedience had himself to be rescued from disorder and violence by the police. Thereafter Mr. Gandhi decided that it was preferable to conduct his *Harijan* tour on foot and that was his mode of progress in Orissa the following month. At Puri, from which place Mr. Gandhi walked to Cuttack, there was organised opposition and a *hartal*. Fortunately, however, there was no physical violence, although the violence of the language in which Mr. Gandhi was described in *Sanatanist* leaflets disgusted many who were not his followers. On the other hand, the liquor-vendors of Orissa were inclined to be reconciled, at last, to Mr. Gandhi owing to the (to them) gratifying increase in the sale of liquor that everywhere accompanied Mr. Gandhi's line of march, along which thirsty crowds flocked to watch his progress in the full blaze of an Orissan summer.

Mr. Gandhi left the province on the 8th June and shortly after, on the 25th of the month, the country was shocked to learn that his life had been attempted with a bomb at Poona. The incident coming as it did, close upon the Lebong outrage on the life of Sir John Anderson was of great importance, causing throughout the country a great revulsion of public feeling against the methods of the terrorist, whatever his aim. The Poona outrage threw a good deal of odium on the *Sanatanist* agitation—for the *Sanatanists*, rightly or wrongly, were popularly suspected to have been responsible—and therefore it indirectly helped the cause of the depressed classes. Directly, however, Mr. Gandhi's tour can hardly be said to have helped them greatly, as he caused to harden

* "*Gandhi ki chhai*" may be translated "Down with Gandhi" and *Gandhi Deoghar na jae*' "Gandhi, Go not to Deoghar".

and to become conscious the opposition of the orthodox, which otherwise might have continued in the gradual process of dissolution to which it had already become subjected by modern currents of thought. On the other hand, there can be little doubt that he also increased the self-consciousness of the depressed classes and thus encouraged them to take fuller advantage of the political benefits that the New Constitution was to confer upon them.

Earthquake reconstruction.

The subject of the Bihar earthquake and the work of reconstruction up to the end of 1934 has already been dealt with in a special chapter in 'Bihar and Orissa' in 1933-34, and the comprehensive Earthquake Report of the Relief Commissioner was published early in 1935. Moreover His Excellency Sir James Sifton's address to the Legislative Council on the 3rd September 1934 which is printed as an Appendix is largely devoted to this subject. It is, therefore, not intended to review the subject at all exhaustively here. But in view of the predominance of the problems of earthquake reconstruction in all departments of the administration throughout 1934-35 no review of the administration of Bihar and Orissa for that year can even pretend to be adequate without some reference to it. It is no exaggeration to say that during the first half of the period, in the Tirhut Division everywhere, and in the Bhagalpur and Patna Divisions over wide areas, officials from the highest to the lowest were mainly preoccupied, at very high pressure, with the work of post-earthquake reconstruction. In consideration of their labours the local Government, as a special favour, allowed officers in the Tirhut Division a fortnight's special casual leave that year, a gesture that was greatly appreciated.

On the whole the work of reconstruction was carried out with the full co-operation of the people and, despite the inevitable critic, tribute was paid even by leading Congressmen to the way the gigantic task was successfully tackled by the administration. The work of the Viceroy's Relief Fund was no less appreciated and in September 1934 most of the leading men of the province addressed a letter to His Excellency the Governor for transmission to His Excellency the Viceroy in which they expressed their "sense of gratitude and appreciation for the great interest that His Excellency the Viceroy had taken in organising the Relief Fund, which had enabled the stricken people of the province of Bihar to obtain relief from suffering in their unprecedented misery and distress". By the end of March 1935, of the almost Rs. 70 lakhs that had been collected in the Viceroy's Relief Fund,

including Rs. 8 lakhs from the Indian People's Famine Trust Fund and the funds raised by the Lord Mayor of London, all but a very small balance of less than Rs. 2 lakhs had already been spent or allotted in various items of relief and reconstruction.

Of the purely non-official relief funds the most important was that of the Bihar Central Relief Committee raised in response to the appeal launched by Babu Rajendra Prasad. This reached the handsome total of over Rs. 28 lakhs in cash and over Rs. 3 lakhs in kind. Throughout the summer Babu Rajendra Prasad and Mr. W. B. Brett, C.I.E., I.C.S., the Relief Commissioner, frequently met and discussed problems arising out of the work of reconstruction but it soon became apparent that the initial abstention of the Bihar Central Relief Committee from expenditure on house-building grants—the main item of reconstruction work—made it difficult to spend the fund expeditiously and effectively.

It thus happened that in spite of diverting appreciable sums (after obtaining the donors' consent) to flood relief, the Bihar Central Relief Committee on the 1st April 1935 had an unspent balance of almost Rs. 12 lakhs.

In addition to the expenditure of about a crore of rupees from Charitable Funds it is estimated that the Bihar earthquake involved the Government of India in an expense of Rs. 206 lakhs and the local Government in an expense of Rs. 69 lakhs (excluding over half a crore of rupees borrowed by the local Government in order to advance loans to all classes of the people). When apart from all this it is remembered that the figures of expenditure from private resources (and on railways) are likely to have been even greater, some idea of the cost to the people of Bihar and of India of the momentary aberration of the earth may be imagined.

As regards loss of life, the number of earthquake deaths officially reported was 7,253. Non-official estimates, perhaps with an eye to the attainment of five figures, were 10,000 or more. The actual loss of life will never be known, but whatever the exact figure it was happily smaller than the death-roll that was to overtake Quetta in the dead of night in May of the following year.

One or two brighter features set off the tragedy of the earthquake. The devastation of the towns allowed in one or two instances, and especially in Monghyr and Darbhanga, in the latter case largely as a result of the generosity of the Maharajadhiraja of Darbhanga, the rebuilding of the bazar areas on improved, more modern and sanitary lines. Moreover the work of reconstruction

everywhere set money in circulation and afforded considerable employment that was to act as a much needed stimulus to the people, slowly reviving from the effects of the economic coma to which the previous years' depression had reduced them.

Labour.

While there was no major strike during the year 1934-35 there were indications here and there that labour was inclined to be restive. In May a serious incident occurred at Giridih showing the lengths to which dissatisfied labour could go under incitement. On the 10th May there was a strike in the Joktiabad pit of the East Indian Railway collieries at Giridih following upon the reduction of the rates for coal-cutting. Matters seemed to settle down by the 14th, when news was received that a violent and incendiary mob had besieged the office of the Manager of the Serampore Colliery. The Deputy Commissioner of Hazaribagh and the Superintendent of Police, who were at Giridih, hastened to the spot and found three motor cars and a motor cycle overturned and burning. As the mob refused to disperse in spite of warning and threatened to overwhelm the very small police party, fire had to be opened. Not until 11 shots had been fired did the crowd scatter. The unfortunate incident resulted in the death of two men and in injuries to two more. In Jamshedpur outside agitators were trying to stir up trouble. As a consequence Dharambir Singh in May, and in September Mangal Singh and Phanindra Bhusan Datta, who preached extreme communist doctrines, had to be externed from the province. In May also there was a riot in the Motipur Sugar Mill in Muzaffarpur district which assumed a communal colour. Some Punjabi Moslems were injured by Hindu workmen but the riot was due rather to local ill-feeling against an unpopular management and a foreign labour element than to communal animosity. There was considerable unrest in the lac factories of Manbhum and strikes developed at Jhalda, Balrampur and elsewhere.

Labour as a whole had not recovered from the effects of the depression, but the great activity in the engineering, building and allied trades consequent on the earthquake served as a check against further deterioration and a rallying point for better times.

The Press.

For the first half of the year at a time when earthquake problems still occupied a good deal of space in the provincial papers, the attitude of the Press as a whole was inclined to be friendly and full co-operation was extended in giving publicity to Government *communiqués* concerning the earthquake. The earthquake indeed was 'news'

for sometime even outside the province and the Calcutta *Statesman* published in April 1934 a special earthquake supplement which contained a number of excellent photographs giving, for the first time to the newspaper-reading public outside the affected areas, a vivid idea of the extent of the devastation wrought by the calamity. On the other hand, there was a distinct tendency in the provincial press, as elsewhere, to give currency to alarmist reports without sufficient verification. A glaring instance came to light in a report, published with suitable adornments, from the Dhanaha police-station of Champaran district which, finding itself somewhat in the cold across the Gandak, outside alike the earthquake area and the zone of relief operations, hit upon the device of drawing upon itself public attention, and a hope of funds, by a story that an assortment of persons from several villages had died of starvation. Enquiries however revealed that the persons mentioned had died from disease or sheer old age, some, several months before.

With the disappointment occasioned by the publication of the Joint Select Committee's Report, in November, there was a deterioration in the tone of the Nationalist papers; and the leading Congress organ of Patna allowed itself, on more than one occasion, to write in a vein which it perhaps regretted in its more sober moments. One instance will suffice to give some idea of this tendency. Dealing with the assistance of over Rs. 2 crores that the Government of India had freely given the province in its distress, a year after Sir George Schuster had announced in his budget speech that the full resources of the Government of India, to the extent required, would be behind the stricken province, and at a time when the Bihar Central Relief Committee, whose mouthpiece the paper was, had a considerable balance lying unspent, the *Searchlight*, in its leading article dated the 3rd March 1935, could still write :—" It is impossible not to feel, in view of the meagre total of the liability borne by the Government of India, that they might have done far more in this direction if Lord Willingdon's much boosted solicitude for ruined Bihar, to which some of our publicists went out of their way to sing an enthusiastic *hallelujah**, had been more genuine and real. The haunting spectre of ruin and damage in the devastated areas, in spite of which the suffering raiyats had and have to bleed out their rents and other state and federal obligations through the nose, is a living

*The reference presumably is to the letter of thanks signed by the leading men of the province, conveying their gratitude to His Excellency the Viceroy (vide page 10 *ante*).

reminder of the parsimony of, and an eloquent comment on, the seeming generosity of the Government of India ". Nor was the *Searchlight* alone in the extravagance of its language. In the previous May the *Yogi*, a Hindi paper of Patna that appeared in 1934, published an article for which security under the Indian Press (Emergency Powers) Act of 1931 had to be demanded and deposited. Another new Hindi paper appearing for the first time in 1934 which had to deposit a security was the *Navashakti* of Patna, an organ of Congress orthodoxy. On the other hand *The Indian Nation*, a newspaper which after a brief career had ceased to function in 1932 and had been revived in March 1934, was, during the year under review, distinguished neither for the extravagance of its language nor for the individuality of its comments. Of the other papers only the *Bihar Herald* and the *Patna Times* require mention. The *Patna Times*, an English weekly, was during the year chiefly conspicuous for the violence of its personal attacks.

Fully alive to the increasing importance of the Press as a factor in the creation of public opinion, the Government of India, for a few weeks in the early summer, deputed one of their Publicity Officers to keep in touch with earthquake problems in the province and to give correct information on the subject to the extra-provincial papers, some of which had been misrepresenting the policy of Government. In October 1934 the local Government appointed a Publicity Officer to act as a *liaison* between the Government on the one side and the press and public opinion on the other, and in March 1935 steps were taken to reorganize Government publicity arrangements in the province.

Floods.

The floods of the 1934 season were anticipated with greater anxiety than usual, as, although already before the monsoon, Government had completed a survey of levels, the results of which were more reassuring than at one time apprehended, no one could be quite certain exactly how far the earthquake had adversely affected the normal drainage of the flat, alluvial country-side of the Ganges basin. Elaborate precautions were taken, flood protection committees formed and boats stationed at strategic points, especially in the Tirhut Division. The event proved that the worst floods were not in the districts most affected by the earthquake. It is true that in the third week of July there was severe flooding along the Sikrana and the Bagmati rivers in Champaran and North Muzaffarpur, and a less severe inundation along the Gandak in the Bettiah subdivision causing considerable damage to the crops in

these areas. But the severest floods of the year were to fall on Saran district, of the Tirhut districts the least affected by the earthquake, and on Shahabad where the earthquake had been even less marked. The severity of the floods that occurred in Saran and Shahabad in the fourth week of August was due to the simultaneous rise in the Ganges and its tributaries the Jumna, the Gogra and the Sone. The Ganges flood also affected the whole riparian tract of the districts of Patna, Muzaffarpur, Darbhanga, Monghyr, Bhagalpur, Purnea, and the Santal Parganas, while the Arwal thana of Gaya district and a portion of Patna district were severely affected by the Sone flood. In Purnea the Kosi also caused its annual havoc. The flood in the Sone, fortunately of short duration, was of abnormal intensity. Rising rapidly on the 23rd August, it had reached and at some places slightly exceeded by the morning of the 24th, its record level of 1923. The Sone breached the East Indian Railway Main Line embankment, ruined a very large number of houses in the Shahabad, Patna and Gaya districts and destroyed almost the entire *bhadai* crop on its western bank. The Turkaul embankment constructed after the 1923 flood saved the town of Arrah, where boats were scarce, from disaster, but three lives were reported lost in the jurisdiction of the Sandesh police-station in Shahabad district. The Sone flood had barely receded when the Ganges invaded Shahabad from the north penetrating Arrah town and inundating the houses and streets including the Collector's compound. The Ganges flood began to recede by the 26th August, but drained off much more slowly than the Sone flood, there being a resurgence of the waters on the 29th August that inundated about 700 square miles in North Shahabad. Meanwhile Saran district on the other side of the river from Shahabad was sharing a similar fate. The Commissioner of the Tirhut Division, who made a reconnaissance by airplane on the 26th August, found the whole tract south of the Bengal and North-Western Railway Main Line inundated by the Ganges. The railway embankment was breached at several places, at one place to a width of 150 yards. The flood penetrated Chapra and reached a depth of 3 to 4 feet in the streets where boats plied briskly. On the Gogra side the Naini embankment which protects Chapra from the Gogra waters gave way on the 27th August resulting in the flooding of the countryside north of the Bengal and North-Western Railway line, and in the interruption of the electric supply to Chapra town for almost a fortnight in the stickiest season of the year. The *bhadai* crops in the flooded area of the district were almost entirely destroyed, and very extensive damage to houses

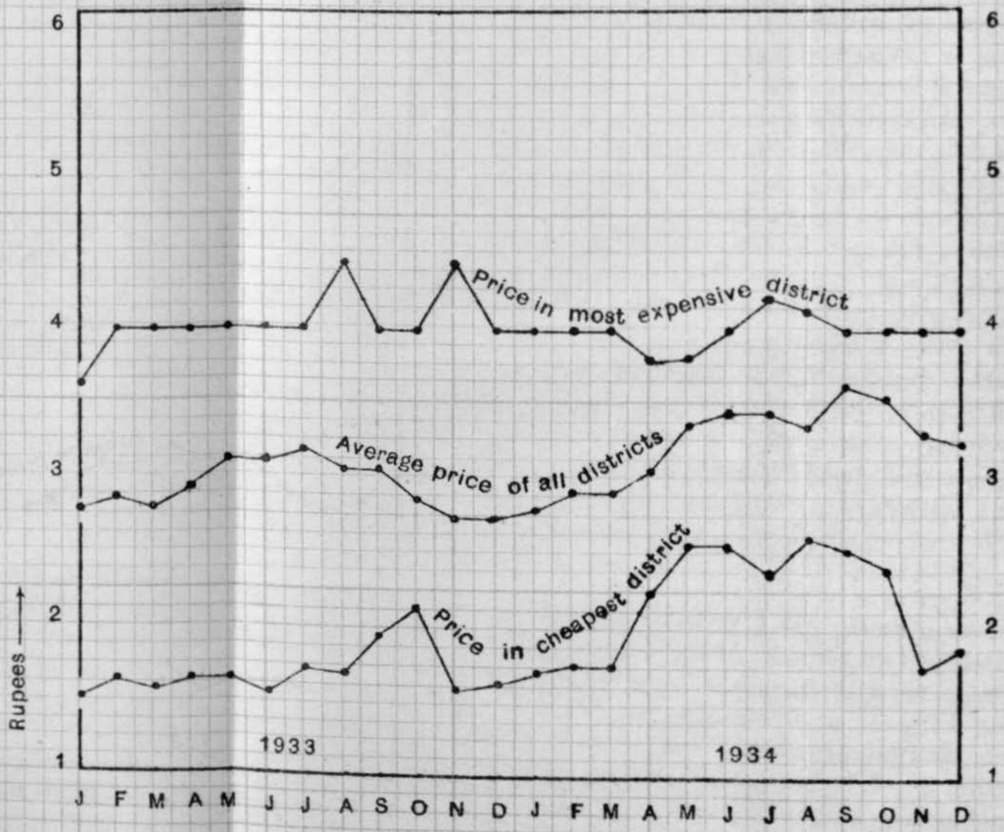
occurred, especially in the area between Goldenganj and Sonepur. Fortunately, there was little or no loss of human life. There was some loss of cattle, while the damage to communications was considerable. The district was one of those affected by the earthquake that had anticipated a flood. Relief arrangements accordingly had been made in advance, and the work of relief was carried out promptly, official and non-official agencies working in complete co-operation. Unfortunately, on the 30th August, three lives were lost in Saran owing to the obstinacy of villagers who in order to save their crops from the flood caused by the Naini embankment breach, attempted, in spite of magisterial warning, forcibly to cut the Masrak railway embankment and thus to inundate the crops of their neighbours. A serious situation was averted by the fire of the armed police and although political agitators were not wanting to exploit the tragedy it is significant that the responsible leader of the Congress party in the district, who knew all the facts, kept aloof from the agitation. A similar tragedy in connection with the July floods had occurred near Rosera in the Samastipur subdivision of the Darbhanga district. There, it was the obstinacy of villagers who insisted at a time of flood on raising an embankment in order to protect their lands at their neighbours' expense. The Subdivisional Officer, acting under the orders of the District Magistrate, proceeded with a party of police to stop them doing so. He was opposed by a threatening mob of about 3,000 persons. After several warnings he was compelled to order the police to open fire in order to disperse the unlawful assembly. Two shots were fired wounding two men, both of whom succumbed shortly afterwards. The temper of the mob can be gauged from the fact that even after the firing an attempt was made to stop the gaps in the embankment which the Subdivisional Officer had cut.

The devastation caused by the floods of 1934, placed a severe strain on the resources of the people already affected by the earthquake, and the relief measures taken by Government were correspondingly generous. Rs. 3 lakhs 60 thousand were placed at the disposal of the Commissioner of the Patna Division for agriculturist loans in the flood-affected areas, and Rs. 2,35,000 and Rs. 2,73,000 were sanctioned for the districts of the Tirhut and Bhagalpur divisions respectively. Besides this, Rs. 1,30,500 for gratuitous aid, including free distribution of *rabi* seeds was allotted chiefly to the Tirhut Division, where since June 1934, that is after the distribution of the loans and grants in connection with sand clearance had been effected, further large sums amounting to about

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Diagram showing the price in rupees of one standard maund of common rice, month by month, in 1933 and 1934.



Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.

30 lakhs had already been distributed in connection with the earthquake. A sum of Rs. 25,000 was also received for the reconstruction of the houses of the poor, damaged by the floods, from the Indian Peoples' Famine Trust Fund, in addition to the 8 lakhs they had already given the province earlier in the year for earthquake relief. Moreover a great many non-official organisations such as the Marwari Charitable Associations, the Ramkrishna Mission, and the Bihar Central Relief Committee, especially in the Champaran, Saran, Monghyr and Bhagalpur districts, and private individuals especially in the Bhagalpur, Monghyr and Purnea districts contributed to the relief of distress. The Hon'ble Mr. Whitty in the Legislative Council paid a tribute to them and to the local officers, magistrates and police alike, whose promptness in rescue and energy in relief were largely responsible for the fact that the loss of human life over such a large area was insignificant and the loss of cattle except in one or two places inconsiderable. A redeeming feature of the floods was the excellence of the *rabi* crops that followed especially in the Saran district.

Economic situation.

There were increasing signs in 1934-35 that the worst of the economic depression was over. Although the earthquake and the subsequent floods had put a severe strain on the resources of the province they were not evils unmixed with blessings for the masses of the people. The earthquake had hit chiefly the wealthy and the middle-classes in the towns, while the cost of reconstruction running into crores of rupees, together with Government and charitable grants put, in the aggregate, large sums into the pockets of the poor. The damage, especially to communications, caused by the floods similarly afforded additional employment to the labouring classes, while the excellence of the *rabi* crops in the flooded areas to some extent compensated the cultivator for the loss of his *bhadai* harvest. Nor was an artificial stimulus wanting even in Chota Nagpur, safe though it was alike from earthquake and flood. There, the manipulations of the shellac market by international financiers in distant cities had occasioned a doubling in the price of lac, a boon which the *raiyats* of the uplands innocently enjoyed for the greater part of the year. More heartening however than these temporary stimuli was the marked tendency in the price of rice—the most important crop of the province—as of other agricultural commodities, to rise. The paddy harvest almost everywhere was a good one except in certain parts of Chota Nagpur, and especially in some areas of Singhbhum district, where there was distress, owing to

insufficient rainfall. The condition factor for the winter rice crop was finally estimated at 99 per cent of the previous decennial average. In spite of the abundance of rice the price of common rice had risen from 15.04 seers in the rupee in February 1934 to 13.41 seers in February 1935. Nor were the harvests of the other crops less satisfactory, when regard is had to the floods and to the alarming anticipations at first entertained about the devastation likely to be caused by earthquake sand, which, in spite of pathetic head lines in the press after the earthquake to the tune that Bihar, the garden of India, had become a desert, was eventually found to exceed over one foot in depth in an area of only 249 square miles. The condition factor for the *bhadai* crop of the province was estimated finally at 90 per cent of the decennial average, for the sugarcane crop at 97 per cent, and for the *rabi* crop at 90 per cent.

During the year the local Government instituted an enquiry through the District Officers into the indebtedness of the cultivator with the special object of ascertaining whether the situation was deteriorating, and in particular to what extent transference of land or crops to money-lenders was on the increase. The results indicated that, except among the improvident aboriginals of the Monghyr and Bhagalpur districts, who had to be protected by special legislation in March 1935, there had been no marked increase in the transfer of land or in the taking over of crops, chiefly because land and crops fetched in the market prices too low to induce shrewd money-lenders to lock up their capital in real estate. This conclusion is supported by the appreciable increase in the deposits during the year in the Post Office Savings Banks in the province, in spite of the earthquake which must have hit a good many persons of the money-lending middle classes, and was perhaps responsible for the increase in withdrawals during the year. The Post Office Savings Bank figures are interesting, showing like the increase in the price of common rice that the trough of the depression had been passed. While the number of Post Office Head Banks in Bihar and Orissa remained stationary at 21, the number of Sub-Banks increased from 1,032 in 1933-34 to 1,065 in 1934-35. There was similarly an increase during the same period in the amount lying to the credit of depositors. Although the number of depositors at the beginning of the year under review was actually slightly greater than at the end (approximately 184,000 against 183,000) there was a continuous increase in the sums lying to the credit of depositors. At the end of 1932-33 the total amount lying to the credit of depositors had been Rs. 2 crores 74 lakhs. At the end of 1933-34, this amount had increased to Rs. 3 crores

23 lakhs, and by the close of the period under review, in spite of natural calamities and increased withdrawals during the year, the total had swollen to the gratifying sum of Rs. 3 crores 77 lakhs. Put in another form the figures show that while the average balance at the credit of a depositor in 1933-34 was Rs. 176, in 1934-35 it was Rs. 207.

The agriculturist, however, was little concerned with the increase in Savings Bank deposits and his condition was still deteriorating although more slowly than in the years immediately preceding. For, while the local Government's enquiry did not disclose any marked increase in rural indebtedness due to the contraction of new debts, arrears of interest to money-lenders had kept on increasing with the result that collections of rent by private landlords and by Government in Khas Mahal estates remained unsatisfactory, in spite of some improvement in the collections by private landlords owing to adjustment of arrears with the tenants. The example of the Bettiah Estate under the Court of Wards which made generous remissions of costs and interest as an inducement to prompter payment was not without parallel. But the cultivator was only able to meet the cash demands on him by maintaining the reduction in his standard of living and in social diversions. A fair picture of the position of the bulk of the population is given by an illustration from the Cuttack District, which had been devastated by a flood in the previous year. There, the budgets of 38 typical cultivating families were examined. Of these seven were not only completely solvent but had been able to purchase lands. Almost all the families had paid their water rates and chaukidari taxes and although many were in arrears with rents and cesses, they hoped to be able to meet these obligations given a fair harvest. Only four families had been compelled to sell or mortgage all their lands to meet unavoidable payments. In North and South Bihar the continued prosperity of the tariff-sheltered sugar industry, in spite of the excise duty newly imposed during the year, made the position of the sugarcane cultivator brighter than his Cuttack brother's.

To sum up, it may be said that despite the severe stress and strain to which the people of the province had been subjected for some years by the catastrophic fall in the prices of agricultural commodities estimated during the period under review at about 60 per cent below the prices of 1928-29, the year closed with a feeling of quiet optimism and the knowledge that better times were in store. The better times, however, were to be temporarily postponed owing to the disappointing monsoon of 1935.

CHAPTER II.

Finance.

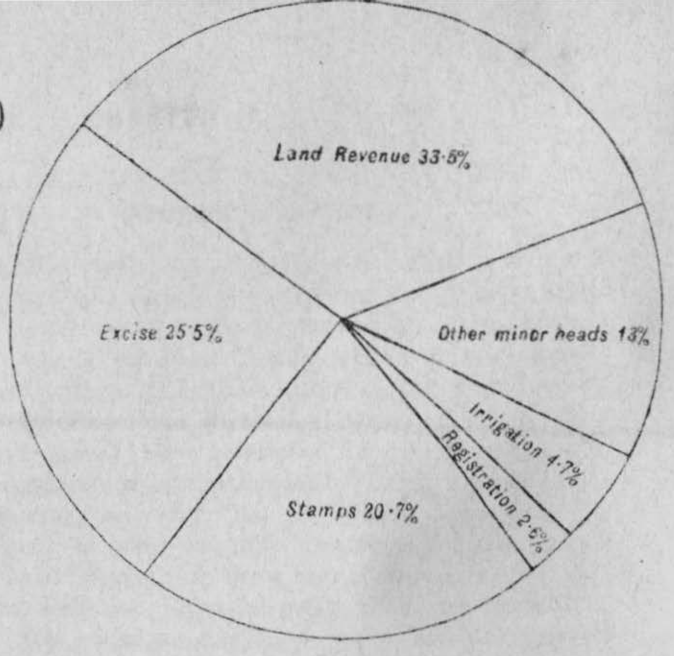
Financial position of Bihar and Orissa.

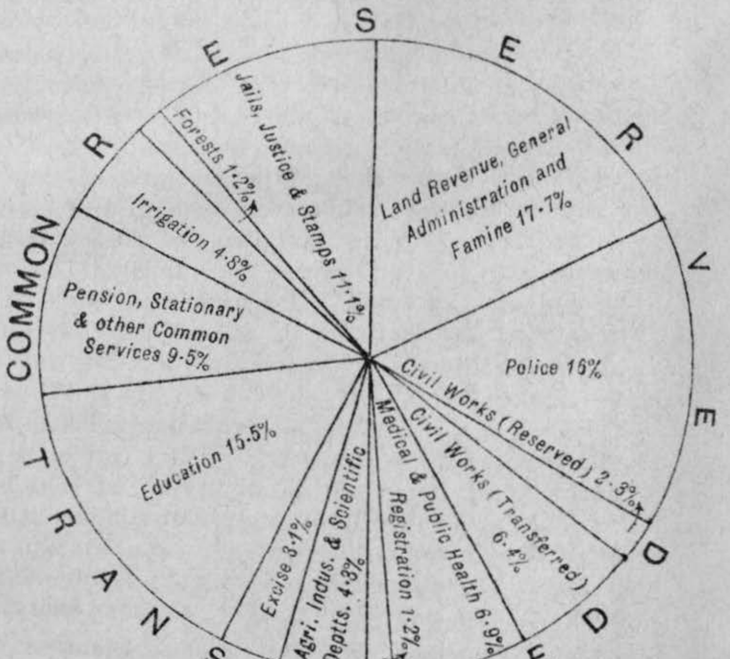
The calamity of the earthquake demonstrated once more how utterly unable the province was to cope with any extraordinary expenditure, unassisted from outside. Richly endowed by nature, comprising as it does within its borders some of the most fertile districts, and the most important mineral deposits in India, the resources of its Government were restricted by the accidents of history and an inequitable financial settlement. With a population of 38 millions, exceeded only by that of Bengal, the United Provinces and Madras, its total revenues remained far less than that of any other province excepting the Central Provinces, Assam and the North-West Frontier Province with their incomparably smaller populations. Its major head of Revenue—Land Revenue—was permanently crippled by the Permanent Settlement—more so even than in Bengal; for whereas Bengal derives an annual revenue of over Rs. 2 crores for a total area of 60,000 square miles of permanently-settled estates, in Bihar the Land Revenue from permanently-settled estates is just over Rs. one crore for a total area of 67,000 square miles. Again, due to circumstances outside the control of the local Government, the finances of the province derive no profit from the rich mineral deposits within its borders. In addition the local Government was saddled with the financial burden of the Orissa canals, an undertaking for which it had no responsibility. It is, therefore, not surprising that the figures should disclose that while in the province of India with the highest revenues, Bombay—the revenue per thousand of the population was about Rs. 6,660 and the expenditure on a similar scale, in the Punjab it was Rs. 4,474; in Bengal—the all but poorest—it was Rs. 2,200 and in Bihar and Orissa—the Cinderella of India—it was only a little over Rs. 1,400. But, in spite of the calamity of the earthquake and the inelasticity of the provincial revenues, four-fifths of which are derived from the three heads of Land Revenue, Excise and Stamps, the expenditure of the province during the year was managed with the same care and financial prudence as in previous years.

The Budget of 1934-35.

The budget estimates for 1934-35 as presented to the Legislative Council were revenue Rs. 5 crores 15 lakhs and expenditure charged to revenue Rs. 5 crores 30 lakhs. The estimates for 1935-36 presented to the

Revenue in B. & O.
(Actuals for 1934-35)





Expenditure in B. & O.
(Actuals for 1934-35)

Drawn & Zincographed in the ...

Legislative Council on the 13th February 1935 were revenue Rs. 5 crores 31 lakhs and expenditure charged to revenue Rs. 5 crores 45 lakhs. The budget of 1934-35 was passed by the Legislative Council in March 1934 without modification except for a token cut of Rs. 10 under the head ' Stationery and Printing '. The earthquake occurred just 2 hours after the budget of 1934-35 was finally approved by Government on January 15th, 1934, and at first it was thought that the actual revenue and expenditure of the year would bear no relation whatever to the budget figures by reason of drastic reductions in revenue and enormously increased expenditure owing to the earthquake. In point of fact the closing balance at the end of the 1934-35 was, owing to extraneous causes, actually Rs. 1,49 greater than the opening balance on the 1st April 1934.

The following table will show the position at a glance :—

	Opening balance on 1st April 1934.	Opening balance on 1st April 1935.
	Rs.	Rs.
Ordinary balance ...	7,25	19,97
Famine Relief Fund ...	32,16	18,17
Subvention from Central Road Development Account.	5,90	8,43
Grants from the Imperial Council of Agricultural Research.	4	3
Other grants from Central Government.	...	24
Total ...	45,35	46,84

Earthquake expenditure.

The reasons for this happy position were twofold. The first and by far the most important reason was the generosity of the Government of India in the matter of earthquake expenditure. It is true that the provincial revenues were not as adversely affected by the earthquake as was at first feared, the loss in revenue being finally estimated at about Rs. 6 lakhs. But apprehensions regarding expenditure proved only too correct. Indeed the financial position of the province would have been quite hopeless, had not the Government of India, aware of the total incapacity of the provincial revenues to bear the financial burden of the earthquake,

come to the rescue of Bihar, the moment the gravity of the situation was realized. In his budget speech at Delhi in the spring of 1934 Sir George Schuster laid down the principles which were to govern the allocation of expenditure due to the earthquake between the Central Government and the Provincial Government. This expenditure may be divided broadly into five classes.

Firstly, there was the extra expenditure on administration including the cost of the Reconstruction Department, which was met by the local Government from revenue. The actual expenditure in 1933-34 was Rs. 1¼ lakhs and in 1934-35 Rs. 3½ lakhs. Similar expenditure of an administrative nature amounting to about a lakh of rupees, which was incurred by the Defence Department of the Government of India in the rendering of immediate assistance after the catastrophe, was met by the Government of India.

Secondly, there was the expenditure on the reconstruction and restoration of Government buildings, and other Government property such as canals and embankments. This was to be met half by the Government of India and half by the local Government from loans to be advanced by the Government of India to the local Government out of the Provincial Loans Fund. The cost of any improvements on pre-earthquake conditions was to fall entirely on the provincial exchequer. The actual expenditure under this class was in 1933-34 Rs. 3½ lakhs and in 1934-35 Rs. 28 lakhs. The estimated expenditure in 1935-36 under this class was Rs. 35 lakhs and in subsequent years Rs. 35½ lakhs, a total of Rs. 102 lakhs to be met half by the local Government, and half by the Government of India. In addition the local Government had to meet from borrowed capital the full cost of improvements, estimated at a total of Rs. 7 lakhs for 1934-35 and subsequent years.

Thirdly, there was the expenditure that fell on district boards, municipalities and on Government aided school and hospital committees for the reconstruction of their property—buildings, roads, bridges, wells, etc. The Government of India undertook to meet all this expenditure in so far as pre-earthquake conditions were restored; and also the cost of the special staff appointed to supervise the reconstruction activities of these local bodies. In 1933-34 the expenditure under this class came to nearly Rs. 8 lakhs, in 1934-35 the expenditure was Rs. 39 lakhs. The estimate for 1935-36 is 54½ lakhs and this with expenditure in subsequent years is calculated to bring the total cost up to Rs. one crore 50 lakhs. This amount of course, will be met entirely by the Government

of India, but the local Government was also involved in an expenditure of Rs. 2 lakhs under this class for road-widening improvements in Muzaffarpur municipality, voted by the Legislative Council in the Ranchi session in 1934 and may have to meet some expenditure for the same purpose in Monghyr.

Fourthly, there was the expenditure falling under the category of loans—loans to cultivators for sand clearance, loans to landlords to assist them in the re-establishment of their agricultural business, loans to townsmen and countrymen under the Natural Calamities Loans Act, passed after the earthquake, for the reconstruction of their houses, and a loan to Monghyr Municipality for town improvement. Expenditure under this class amounted in 1933-34 to Rs. 6¼ lakhs, in 1934-35 it was Rs. 40½ lakhs and in subsequent years the estimate is Rs. 5 lakhs. The expenditure is being met by the local Government out of capital borrowed from the Provincial Loans Fund and the local Government are entirely responsible for the repayment of these loans to the Provincial Loans Fund, except in the case of the Class 'A' loans under the Natural Calamities Loans Act (namely the class of loans at the reduced interest of 4½ per cent for poorer people) where the Government of India agreed to share some of the risk.

Fifthly, there was the expenditure which is not exactly covered by any of the four categories enumerated above. In this miscellaneous category fall the expenditure incurred in connection with the disposal of the sugarcane crop of the 1933-34 season and the expenditure in the summer months of 1934 on free grants for sand clearance to poorer cultivators. The sugarcane expenditure amounted to Rs. 2 lakhs 65 thousand and was borne entirely by the Government of India. The sand clearance grants amounted to a little over Rs. 4¼ lakhs and was met by the local Government by a withdrawal from the Famine Relief Fund balance (other free grants to private persons for the reconstruction of houses etc., were given from the charitable funds, which reached in the aggregate about a crore of rupees).

In February 1936 the total expenditure which the Government of India was likely to incur in connection with the Bihar earthquake was estimated by the Hon'ble Mr. Nirsu Narayan Sinha in his budget speech at Rs. 206 lakhs and the expenditure to be met by the local Government, excluding that in the category of loans, was put at about 69 lakhs.

Unforeseen revenues.

The second reason why the year 1934-35 closed with a greater balance than that with which it opened is due to unforeseen savings and revenues. Under the first class are included firstly Rs. 8¼ lakhs which was

saved owing to the reimposition of the 5 per cent cut in salaries throughout 1934-35 except in the case of a few officers who had suffered severe loss in the earthquake; and secondly a saving of Rs. 4 lakhs in election expenses due to the decision to extend the life of the present Legislative Council until elections were held under the new Constitution. Unforeseen revenues accrued to Bihar and Orissa from the decision of the Government of India to meet the situation in Bengal by allotting half the proceeds of the Jute Export Duty to the jute-producing provinces. This decision added some Rs. 10½ lakhs to the revenue of the province in 1934-35. Apart from these unexpected items that went to swell the provincial balances there was a slight improvement in the ordinary revenue from Excise to the extent of Rs. 5 lakhs, and also from Forests, Land Revenue and Stamps. In the case of Stamps the total revenue reached Rs. one crore 13 lakhs and 24 thousand, the highest amount hitherto secured from Stamps in the history of the province. The actual improvement in the position at the end of the year, however was not as much as these additional revenues might lead one to suppose but only Rs. 13 lakhs, owing to increased expenditure in the course of the year. This included the Rs. 3½ lakhs on account of the earthquake met from revenue, supplementary demands totalling Rs. 4½ lakhs voted in the August session of the Legislative Council at Ranchi, and over Rs. 5 lakhs on famine relief (including a little less than Rs. 4½ lakhs on sand clearance grants).

Conclusion.

To sum up, although Bihar, thanks to the paternal attitude of the Government of India, was able to come through the ordeal of the earthquake with her reputation unshattered, it was with a certain misgiving that she looked forward to the future, conscious of the financial limitations imposed upon her from without and vaguely afraid lest a future calamity might find a Federal Government dominated by her jealous sisters and inclined to be a little step-fatherly.

CHAPTER III.

The Legislature.

By-elections and sessions of the Council.

There were during 1934-35 two by-elections to the Legislative Council of the province, one for the Patna Division Landholders' seat and the other for the Patna Division Non-Muhammadan Urban seat. Both were uncontested. For Patna Division Non-Muhammadan Urban Mr. S. K. P. Sinha was returned on the 10th January 1935 and was soon to make his mark in debate. For the Landholders' seat Babu Madandhari Sinha, cousin of the Hon'ble Babu Rajandhari Sinha, was returned on the 6th February 1935. Throughout the year the Hon'ble Babu Rajandhari Sinha, who had been elected to the Chair on the 15th December 1933, continued to be the President of the Legislative Council and Rai Bahadur Lakshmidhar Mahanti, its Deputy President.

Two sessions of the Council were held, one at Ranchi in September 1934 and the other at Patna in February-March 1935. Meetings altogether were held on 37 days : of which one day was devoted to the presentation of the Budget, two days to the general discussion of the Budget and nine days to the voting of demands. Of the remaining 25 days, ten days were devoted to the transaction of private members' business and fifteen days to Government business.

Legislation.

Legislation during the period was both important and varied. The House was faced with a very heavy programme, no less than fourteen Bills being passed as against only two in each of the three preceding years. Of these the most important was the Bihar Tenancy (Amendment) Bill, which had been introduced as far back as March 1933, but owing to considerable difficulty in harmonizing the interests of landlords and tenants did not go through all its stages in the Council till the 11th September 1934. This piece of legislation which came into force in June of the following year, amended the Bengal Tenancy Act in important particulars and represented a fair compromise between the conflicting claims of landlords and tenants.

As a result of this legislation throughout the Tirhut and Patna Divisions and in the Bhagalpur Division, excluding the Santal Parganas, the occupancy *raiyat*, comprising the vast body of cultivators, was enabled to transfer his holding without the landlord's

consent on payment of a uniform transfer fee of 8 per cent. This compared very favourably with the rate of 25 per cent prevailing in Orissa; and of 20 per cent prevailing in Bengal where, in addition, the landlord retained the right of pre-emption. Further, rights were conferred by this legislation on the tenants in the matter of building houses, digging wells or tanks or planting trees on their holdings. Moreover, the period of limitation of suits for produce rent was reduced from three years to one year, an important concession to the tenants, many of whom had been hit hard by decrees on account of produce rent for a period stretching over four agricultural seasons. The benefits conferred on the landlords were less conspicuous but were very real. Apart from the fixed transfer fee of 8 per cent, the amendment made it somewhat easier than before for landlords, under certain conditions, to be granted the privilege of the certificate procedure for the realization of their rents.

The Tenancy Law was again amended during the year, this time by the Bihar Tenancy (Amendment) Bill of 1935 which was introduced and referred to a Select Committee on the 25th February 1935. The Bill which had been necessitated by the unrest among the aboriginals of the Bhagalpur division, (outside the Santal Parganas), owing to the passing of their lands into the hands of money-lenders was, after an interesting debate, passed by the Council on the 27th March 1935. It placed restrictions on the alienation of aboriginal lands, thus bringing the position of aboriginal tenancies in the Bihar districts more or less into line with the law on the subject in the Santal Parganas, and in Chota Nagpur, where the bulk of the aboriginal population reside and have, for many years, been protected by legislation.

Another important measure passed during the year was the Bihar and Orissa Co-operative Societies Bill, 1934. This was introduced and referred to a Select Committee on the 5th September 1934 and was passed by the Council on the 27th February 1935. The Bill which was mainly based on the recommendations of the Hubback Committee replaced the All-India Co-operative Societies Act of 1912 in order to remove a number of defects in the existing law as applicable to the province. It sought to widen the scope of the co-operative movement and to foster the growth of self-governing institutions by making provision for delegation of powers to a financing Bank or Federation. It aimed also at improving the finances of the co-operative movement by enabling suitable restrictions to be placed on borrowings and on the grant of loans, and it sought to check abuses and hoped to inculcate a sense of

responsibility by making control more effective and certain acts or omissions punishable in a criminal court.

The Indian Forest Act, 1927, was amended by a Bill introduced and passed by the Council on the 5th September 1934. The amendment included in the definition of 'owner', for the purpose of section 38 of the Indian Forest Act, the Court of Wards or Managers appointed under the Chota Nagpur Encumbered Estates Act of 1876.

On the same day the Council amended the Bihar and Orissa Motor Vehicles Taxation Act so as to reduce the rate of tax levied on motor bicycles and tri-cycles, which had been found excessive in comparison with the rates of taxation on private motor cars.

The Patna University Act of 1917 was amended in September 1934 in order to provide for the filling up of temporary vacancies in the Syndicate of the University.

On the same day, the 18th September, the Council passed the Bihar and Orissa Village Administration (Amendment) Bill, 1934, introduced on the 5th September, which sought to remove a number of minor defects in the Bihar and Orissa Village Administration Act, 1922.

A new measure of some importance was the Darbhanga Improvement Bill, 1934. This was occasioned by the necessity to form a Trust owing to the generosity of the Maharajadhiraja of Darbhanga who had donated Rs. 5 lakhs (to which he later added another Rs. two and a half lakhs) and had agreed to lend any sum up to a further total of 9 lakhs for the reconstruction on improved lines of the town of Darbhanga, severely damaged by the earthquake. The Bill was introduced on the 3rd September and after a keen debate was passed by the Council on the 18th September 1934.

Another new measure of some importance was the Bihar and Orissa Nurses Registration Bill, 1934, which was introduced and referred to a Select Committee on the 5th September 1934 and passed by the Council on the 25th February 1935. The Bill provided for the registration and better training of nurses, health visitors, midwives and *dais*.

The Bihar and Orissa Cess (Amendment) Bill which had been introduced and circulated for opinion on the 30th August 1933 was passed on the 18th September 1934. The measure amended the Cess Act of 1880 to provide that a person applying for revaluation of cess should be liable, subject to certain conditions, to costs incurred in making the revaluation.

On the 25th February 1935 a minor measure 'The Bihar and Orissa (Central Provinces Village Sanitation) Amendment Bill, 1935 ', was introduced and passed. This made provision for the imposition of taxes on vehicles, besides carts, bringing goods for sale into the local areas of Sambalpur district. The measure was necessitated by the fact that the original Act of 1902, when Sambalpur formed a part of the Central Provinces, was so worded as not to permit the taxation of more modern vehicles such as motor lorries.

The Bihar and Orissa Municipal Act was twice amended during the year. The first amending Bill was introduced on the 5th September 1934 and was passed by the Council on the 25th February following. This measure made provision for the compulsory notification of certain infectious diseases within municipal areas. The second amending Bill was introduced on the 14th February and passed on the 27th March 1935. By this measure the term of municipal boards was extended from three to five years. Similarly the term of district boards was extended from three to five years by the Bihar and Orissa Local Self-Government (Amendment) Bill, 1935, likewise introduced on the 14th February and passed on the 27th March 1935. In addition to the above legislation a number of other measures were introduced during the period under review. These were, ' the Bihar and Orissa Zamindars' Protection Bill ', two more ' Bihar and Orissa Municipal (Amendment) Bills, 1935 (Bills no. 4 and 8 of 1935)', ' the Indian Forest (Bihar and Orissa Amendment) Bill, 1935 ', and ' the Bihar and Orissa Local Self-Government (Amendment) Bill, 1935 (Bill no. 5 of 1935) '.

The Mussalman Wakf Bill which had been introduced and referred to a Select Committee as far back as the 23rd March 1933 continued its ineffectual career during the year while three other Bills which had been likewise introduced in 1933 lapsed.

Resolutions.

Notices of 113 resolutions were received and as many as 100 were tabled for discussion against 75 in the previous year. A significant commentary on the lack of any real party system or co-ordination in the Council is provided by the fact that of these 100 resolutions as many as 42, received from different members, related substantially to the same subject. Only 19 resolutions (including the sole Government resolution) were actually discussed, of which five, including the Government resolution (on the grant of a sum not exceeding Rs. two lakhs to the Muzaffarpur municipality for road-widening), were carried, six were negatived and eight withdrawn. The

remaining 81 were crowded out. Among the resolutions that were carried, one that was carried unanimously deplored the proposal of the Government of India to transfer the Imperial Agricultural Research Institute from Pusa to Delhi, adding by an amendment, that if the decision to transfer the Institute was maintained, at least a branch or sub-station should be retained at Pusa to ensure the continuity of the work already achieved. In the course of the debate the decision of the Government of India was vigorously criticised, and the opinion of all sections of the people in this province and of many in other provinces that the transfer was unnecessary and expensive found expression. A copy of the amended resolution with a copy of the debate was forwarded by the local Government to the Government of India for information and favourable consideration.

Another resolution that was carried without division advocated preference being given to Bihari and Oriya Engineers in the placing of contracts in the Public Works and Public Health Departments. In pursuance of this resolution the local Government issued a circular to the various departments laying down that in the selection of contractors preference should be given to firms of contractors having their head offices in the province, to Bihari and Oriya Engineers and to Engineers trained in the Bihar College of Engineering, whenever their financial standing, integrity and experience were found satisfactory and their tenders were no less favourable than those of other contractors.

A third resolution, carried on the 20th February 1935 without division, was the important resolution of Maulavi Muhammad Shafi, recommending that a committee be appointed to devise ways and means to relieve unemployment. In pursuance of this resolution the local Government appointed in July a representative Committee under the Chairmanship of Mr. S. Lall, I.C.S., which was to submit its report in November of the following year. A non-official resolution that was ably debated and was carried on the 18th February 1935, by a large non-official majority of 41 votes to 19, against Government opposition, recommended that steps be taken so that no part of Chota Nagpur and Sambalpur district be included in the list of Excluded or Partially Excluded areas for the purpose of the Government of India Bill, 1935, then before the House of Commons. Babu Devendra Nath Samanta, the aboriginal member who moved the motion, stressed the progress that the aboriginal population had made in recent years and declared that the suggestion of backwardness was keenly resented by the aboriginals of Chota Nagpur. It was pointed out by the

Hon'ble Mr. Hubback, the Government spokesman, that there was no question of either of these areas being an excluded area, but that in the interests of the aboriginal population it was necessary that they should be declared partially excluded. He admitted on behalf of the local Government that there was substance in the objection to that part of clause 84 of the Government of India Bill which gave the Governor full discretion to regulate questions and debates in the future legislature on the affairs of the partially excluded areas, a power he did not possess under the present constitution, and an undertaking was given to bring to the notice of the Government of India the fact that this objection had been raised and strongly urged. In replying to the debate, the Hon'ble Mr. Hubback further undertook to forward a full report of the debate to the Government of India with the request that a copy be forwarded to the Secretary of State.

Among the resolutions that were rejected, one recommending the introduction of competitive examinations for the purpose of recruitment to the provincial services was lost on the 19th February 1935 by the narrow margin of two votes—(29 ayes against 31 noes); another urging the appointment of a committee to consider the desirability or otherwise of abolishing the outstill system was rejected at the Ranchi Session by a large majority, there being only 18 votes for the resolution to 53 against.

Questions.

The number of questions actually put by members and answered by Government was 385, against 299 in the preceding year. In addition 483 supplementary questions were asked against 588 in the previous year. The questions ranged over a large variety of subjects, from questions on matters of considerable public importance to questions on matters of administrative detail. The Hon'ble the President found it necessary at the beginning of the Ranchi Session, on the 3rd September 1934, to draw from the Chair the attention of members to the desirability of their adhering more strictly to the form and procedure laid down in the Manual and of limiting their questions to matters of public concern.

The Budget.

The Budget for 1935-36 was presented on the 13th February 1935 by the Hon'ble Mr. Nirsu Narayan Sinha, the Finance Member. Two days were devoted to the general discussion while the voting of demand for grants occupied nine days. The Finance Member in his Budget speech first dealt with the effect of the earthquake on the finances of the province and paid a tribute to the generosity of the Government of India which had willingly come forward to bear

the lion's share of the burden. A detailed account of the nature of this burden has already been given in the previous chapter. Referring to his budget speech of the previous year the Finance Member pointed out that the actual opening ordinary balance on the 1st April 1934 was 3/4 lakh less than the estimate of Rs. 8 lakhs he had then made, while his estimate of a deficit of Rs. 4½ lakhs in the ordinary balance at the end of 1934-35 was likely to be converted into a surplus of Rs. 8 lakhs 89 thousand, that is to say a betterment of over Rs. 13 lakhs. This improvement was due to the generosity of the Government of India in the matter of earthquake expenditure; to the decision of that Government to give to the jute-producing provinces half the proceeds of the Jute Export Duty, which was estimated to bring in a total of Rs. 11¼ lakhs to the province; to an improvement in the Excise Revenue; and to a saving in expenditure of Rs. 8¼ lakhs because of the re-imposition of the 5 per cent cut in salaries, and of Rs. 4 lakhs under elections. The increase of revenue and savings in expenditure was estimated actually at Rs. 27 lakhs, but the net improvement was Rs. 13 lakhs owing to an expenditure of Rs. 3½ lakhs in connection with the earthquake, of Rs. 4½ lakhs in supplementary demands voted at the August session and of over Rs. 5 lakhs on Famine Relief which included Rs. 4½ lakhs on free grants for the clearance of earthquake sand. Against the increase of Rs. 13 lakhs in the net income for 1934-35 there was a reduction in the capital balances of the province in the Famine Relief Fund. The Famine Relief Fund stood on the 1st April 1934 at Rs. 32 lakhs, but was estimated by the Finance Member to decrease by the 1st April 1936 to Rs. 18½ lakhs. Of this reduction of Rs. 13½ lakhs a sum of Rs. 4 lakhs 62 thousand was due to an absolute expenditure of Rs. 4¼ lakhs withdrawn to finance the sand clearance grants and of Rs. 37 thousand as a grant to the Co-operative Federation to enable it to remit small sums due from Central Banks which had been hit by the earthquake. The reduction of the remaining Rs. 9 lakhs in the Famine Fund was due to the advance of considerably larger sums than usual to cultivators as agricultural loans in the flood-affected areas of 1934 and to the provision of a loan of Rs. 4 lakhs to the Provincial Bank.

Turning to the Budget estimates of 1935-36, the Finance Member at once reassured members that he was able to budget for no deficit by utilizing almost the entire ordinary opening balance estimated at Rs. 8 lakhs 89 thousand. Revenue, he estimated at 5 crores 31 lakhs, an increase of 21 lakhs over the previous years' estimate. This was due to an anticipated receipt of Rs. 11¾ lakhs

from the half share of the Jute Export Duty, an increase of Rs. 6 lakhs in the anticipated revenue from Excise, an increase of Rs. 3 lakhs from interest charges on earthquake loans (to be offset by increased expenditure on interest payable by the local Government to the Government of India). Expenditure in 1935-36, the Finance Member estimated at 5 crores 45 lakhs as compared with 5 crores 30 lakhs in the estimates for the previous year, and he also provided a reserve for Rs. $2\frac{1}{2}$ lakhs for unforeseen supplementary demands the necessity for which might become apparent in the course of the year. The Budget again provided for the restoration of the 5 per cent cut in salaries as in the previous year, but this time the local Government, following once more the example of the Government of India in the matter, did not re-impose the cut as had been done after the earthquake in the previous year. The estimated increase of Rs. 15 lakhs in expenditure in 1935-36 over the expenditure estimate of the previous year was due chiefly to an increase of about Rs. 5 lakhs to provide for the reduction or avoidance of debt; an increase of over Rs. 3 lakhs in interest (offset as mentioned above by increased receipts on account of interest); an increase of Rs. 2 lakhs in pension charges, and finally an increase of Rs. 5 lakhs on various ordinary items of expenditure.

The main reductions in expenditure were Re. 1 lakh under Land Revenue due to the closure of Survey Settlements; Rs. $1\frac{1}{2}$ lakh under Jails due to closing of the Camp Jail which had been necessitated by the Civil Disobedience Movement, and Re. $\frac{1}{2}$ lakh under Police as a result of the substitution of a smaller permanent force for a larger temporary one.

The main increases in expenditure were Re. $\frac{1}{2}$ lakh under Excise due to increases in staff, 1 lakh under Irrigation, 3 lakhs under Education, 1 lakh under Public Health and 1 under Agriculture. The increased expenditure on Education now restored in full the last remaining retrenchment in the annual grant to local bodies for primary education, which had been imposed, along with the 10 per cent cut in the salaries of officials and other reductions, in the budget of 1932-33. Dealing with new expenditure the Finance Member pointed out that of the provision of Rs. $9\frac{1}{2}$ lakhs for expenditure on new schemes only Rs. $2\frac{1}{2}$ lakhs represented really new expenditure, the balance being accounted for by the full restoration of the primary education grants, the partial restoration of the Commissioners' augmentation grants, and certain other schemes of a semi-recurring nature. Of the really new items the most important were the substitution of a permanent

increase in the armed police force in place of a larger temporary increase, the creation of a whole-time professorship of Ophthalmology at the Patna Medical College, the addition of some overseers and *kamdars* to the subordinate Agricultural Service, and provision for the proper celebration in the province of the Silver Jubilee of His Majesty the King-Emperor.

The excess of Expenditure over Revenue, the Finance Member pointed out, included Rs. 4 lakhs 60 thousand under appropriation for the reduction of debt, the recoveries on account of which were shown under the Capital Heads. The true excess in expenditure was therefore Rs. 9 lakhs 40 thousand which was to be met by drawing on the ordinary balance to the extent of Rs. 8 lakhs and to the extent of Re. 1 lakh 40 thousand on the instalments paid by local bodies on account of loans previously advanced to them from revenue.

In his peroration the Finance Member made it clear that the budget was still a retrenchment budget, and added : " To sum up the present revenues of the province are insufficient for its large population and there is little or no chance of increasing those revenues by further taxation and therefore the only financial hope that the province has is in a more equitable financial settlement which will take into consideration the dense population of the province ".

Voting of demands.

No less than 485 motions for reduction or omission of the budget demands were tabled, of which 50 were actually moved and discussed. Of these 2 were carried, 4 were rejected and the remaining 44 were withdrawn. Of those two motions that were carried, one was a token cut of Re. 1 under the provision for the Board of Revenue. The motion which the mover, Mr. Sachchidananda Sinha, the Leader of the Opposition, described as a " hardy annual " sought to call attention firstly to the exclusion of Indians from the higher offices in the Court of Wards and secondly to the medical treatment of the Maharani Saheba of Bettiah. At the time of challenging the division a minor comedy was enacted, for to the query of the President " I think the ' Ayes ' have it " the Leader of the Opposition, who had argued his case with great fervour, asserted to the laughter of the House, " The ' Noes ' have it." As a consequence he was compelled under the rules of the House to vote with the ' Noes ' namely the Government benches, against his own motion. He had the satisfaction however of finding that despite his opposing vote his motion was carried by 39 votes to 28. The other cut

motion that was carried sought to call attention to certain grievances in connection with town High Schools and the withdrawal of recognition from the Training Academy at Monghyr. In addition to the annual demands for grants 79 supplementary demands were presented all of which were carried.

His Excellency's Address.

On the 3rd of September 1934 His Excellency Sir James Sifton addressed the Legislative Council at Ranchi. In his address His Excellency explained to the House the measures that his Government had taken to deal with the problems presented by the earthquake and referred to the important legislation that the House would shortly be invited to consider and pass. The full text of His Excellency's address is printed as Appendix IV(*a*).

The debate on the Report of the Joint Parliamentary Committee.

Perhaps the best debate of the year occurred on the Report of the Joint Parliamentary Committee, published in November. The debate ranged over three days from the 15th to the 17th January 1935, and was almost throughout on a high level. A number of amendments were moved to the Government motion that the Report be taken into consideration, but eventually an amendment agreed on by non-official members was adopted without a division. The amendment adopted, expressed the view that the Report as a whole was "highly unsatisfactory, inadequate to meet popular aspirations", and was "hedged round by many unnecessary and undesirable safeguards, betraying a deep distrust of Indian capacity and character." In particular the omission of the expression 'Dominion Status' was declared unfortunate and the Council recommended to the local Government to make a representation to His Majesty's Government through the proper channels to include the term in the preamble to the proposed India Bill. In the discussion the absence of any mention of the goal of Dominion Status and the presence of numerous safeguards evoked general criticism. One member whose speech was characterized by the bitterness of his attack, especially on the commercial safeguards thought, with an English journalist, whom he quoted with evident approval, that "The Governor-General may pass on his sole responsibility a coercive Act that would make Hitler's mouth water", while on the other hand a non-official European member appealed to the House to accept the reforms and work them. "Let us, he added, put our shoulders to the wheels of the Coach of the State, and give her a good send off along the road to Reform. If that is done, India

will achieve Dominion Status, whether it is mentioned in the Report or not ".

There was a general recognition in the House that the Report, though in some respects more cautious than the White Paper, marked a real advance on the present constitution, and there was an almost uniform desire to make the best of the new constitution, disappointing though it was to Indian political aspirations.

Deaths.

In the course of the year there died Mr. S. S. Day, and the Rev. P. L. Singh, two former members of the Council, Babu Rajeshwari Prasad, the sitting member for the Patna Division (Non-Muhammadan Urban) constituency and, in March 1935, Babu Sri Krishna Prasad, sitting member for South-West Monghyr (Non-Muhammadan Rural). Babu Sri Krishna Prasad, who was a prominent member of the Opposition attended the Council at Patna as late as the 15th March, and his death, after an operation on his return to Monghyr, came as a shock to the House. On the 25th March tribute was paid to his memory on the floor of the Council by the Leader of the House, the Leader of the Opposition and the Hon'ble the President and the Council adjourned for 15 minutes as a mark of respect.

CHAPTER IV.

Local Self-Government.

General.

The administration of the local bodies during 1934-35 was on the whole normal. In the earthquake areas the problems of reconstruction held a foremost place, while the generosity of the Government of India actually had the result of effecting a slight temporary improvement in the financial position of the district boards and municipalities. For, the financing by that Government of the entire cost of restoration of communications, buildings, etc., made it possible for the local bodies to effect a saving of their normal annual expenditure on the maintenance of works affected by the earthquake.

The Legislature in March 1935 extended the life of district and local boards and municipalities alike from 3 years to 5, thus affording their executives a longer period in which to leave their impress on the administration of those bodies.

Relations between the local bodies and the district officers were almost everywhere cordial, although not all boards or municipalities showed themselves apt in profiting by official advice. There was a tendency, at one or two places, on the part of some of the executives or members of the local bodies, unhampered by rules, such as those which operate in the case of Government servants, to penalize employees who had happened to displease them. The accounts of the district boards were maintained in a fairly satisfactory manner. On the other hand a number of embezzlements occurred in the municipalities.

District boards.

The boards elected in the previous year continued to function. There were a few by-elections and nominations of new members to fill casual vacancies. The executives of the district boards remained the same except in Monghyr, where Babu Sri Krishna Sinha was elected to the Chairmanship on the resignation of Babu Ramcharitar Singh (who became Chairman of the Begusarai local board), and in Patna where on the elevation of Maulavi Saiyid Hasan to the office of Chairman, Babu Parmeshwardhari Sinha was elected as Vice-Chairman in his place.

In most districts the statutory minimum number of meetings, namely one a month, was exceeded, Monghyr holding as many as 29. Attendance of members was everywhere satisfactory except

in Sambalpur where on an average only 42 per cent of non-official members attended. In this district the Chairman himself failed to attend 3 of the 12 meetings held.

A fair amount of tours of inspection were performed by the executives of the boards. The Chairman of the Champaran district board toured extensively. On the other hand the tours of the Chairmen of Saran, Darbhanga, Purnea, Bhagalpur, Manbhum and Cuttack were not numerous, one of these Chairmen spending only 3 days on tour in the course of the whole year.

Income and Expenditure.

The aggregate opening balance of all district boards (including deposits and unspent Government grants) was on the 1st April 1934, Rs. 33,27 against Rs. 23,82 in the preceding year. In the Tirhut districts there were heavy balances, accounted for by the large unspent Government grants made immediately after the earthquake. The total income of the district boards from all sources including Government grants amounted to Rs. 1,63,33 against Rs. 1,40,66 in the previous year. The total amount available for expenditure including the balance was thus Rs. 1,96,60 out of which a sum of Rs. 1,59,04 was actually spent leaving a closing balance of Rs. 37,56. Excluding deposits and unspent Government grants made for specific purposes the total actual ordinary balance of the boards stood at the end of the year at Rs. 23,86. Of the total income of the district boards a sum of Rs. 79,82 was realized from local rates and cesses as against Rs.72,70 in the previous year. The increase was mainly due to better collections and better realization of arrears. In Purnea district, indeed, the board's income, in comparison with the previous year's, had more than doubled by a spectacular increase of more than Rs. 4 lakhs in its collections mainly due to the special endeavours made by the District Officer in the matter of realization of arrears. As a result the board was able to repay in full a loan of a lakh and a half rupees taken from Government in order to tide over its temporary financial misfortunes. Government, however, have since examined the position in Purnea and have decided that a general revaluation of cess in that district is justified in view of the abnormal fall in the price of jute, the crop on which the prosperity of the district mainly depends.

There was an appreciable decrease in income in Shahabad, Manbhum and Hazaribagh. In Shahabad this was attributed to the severity of the August floods, in Manbhum to the continued depression in the coal industry and in Hazaribagh it was chiefly due to a refund of Rs. 17, to the East Indian Railway Administration as a result of an adverse decision of the Board of Revenue.

The income of the district boards derived from Government grants is set out below in thousands of rupees :—

	1932-33.	1933-34.	1934-35.
	Rs.	Rs.	Rs.
Education	28,73	30,45	30,48
Medical Relief and Public Health ...	3,70	3,85	3,95
Civil Works	3,23	10,47	16,33
Total	35,66	44,77	50,76

The increase in the grants for civil works was due mainly to abnormal demands as a result of the earthquake, but there was also an appreciable increase in the Motor Vehicles Taxation grants which totalled Rs. 3,60 against Rs. 2,78 in the previous year.

The increase in expenditure from Rs. 1,31,22 in the previous year to Rs. 1,59,04 during the year under review was chiefly accounted for by increases under the heads 'Civil Works', Public Health, and Repayment of loans and Refund of deposits and advances.

Education.

There was a slight increase in the expenditure on education on which Rs. 45,62 was spent against Rs. 43,82 in the previous year. This increase was shared by all the districts except Singhbhum where there was a decrease owing to the imposition of a cut in the pay of teachers. In many of the other districts the increase was due either to an improvement in the pay of teachers, designed to bring it up to the prescribed minimum, or to the restoration of cuts, or to payment of arrears in teachers' salaries. In some cases the increase was due to the taking over by the district boards of aided schools, or to the opening of new schools. The number of middle English schools maintained by the boards increased by 12 and the number supported by grants-in-aid by 11. There was some improvement in the sphere of female education. The number of girls attending stipendiary schools increased by nearly six thousand although the number attending board managed and aided schools fell by over a thousand. In some places the want of trained female teachers operated as a distinct handicap to the cause of female education. The Patna district board pursued a progressive educational policy. In its middle schools vocational education, such as instruction in carpet-weaving, soap-making, book-binding, and music was imparted. It raised the number of its scholarships at the Patna Blind School from 2 to 4. It gave financial support to a number

of rural libraries and encouraged education among the children of the depressed classes. Education among the depressed and backward classes was also encouraged by the Saran. Monghyr and Purnea boards.

The importance of imparting education to the masses was fully recognized by all the boards, most of which exceeded the minimum standard of expenditure prescribed by Government under this head. If progress was slow this was due not at all to the absence of the desire for progress but to the very limited means at the disposal of the boards. Some idea of the relative poverty of the boards can be conceived when it is remembered that the average incidence of income of the boards from all sources per head of the rural population under their charge did not exceed six and a half annas.

Public Health.

Under this head also there was a slight increase in the expenditure of the district boards. The number of dispensaries maintained by the boards rose by six, while the number of aided dispensaries remained the same as in the previous year. Of the increase in the number of dispensaries Palamau district was responsible for 4, three new *Ayurvedic* and one *Tibbi* dispensary being opened there in the course of the year. The Muzaffarpur board started a dispensary at Majorganj to combat malaria which has shown signs of increasing in that district due to the deleterious effects of water-logging in some areas as a result of the earthquake. The Monghyr board maintained the system of subsidizing doctors, and over 80,000 patients are reported to have been treated by five *Vaidyas* and two *Hakims* subsidized by it. Some of the boards maintained midwives and trained *dais* for maternity and child-welfare work. In Champaran the midwife maintained by the board is reported to have trained 306 local rural midwives (*chamains*) in nine centres and herself to have attended 27 confinements. The provisions of the Act recently passed for the registration of midwives and *dais* was extended to all the districts in the province with effect from the 1st June 1935. The Patna district board kept up its reputation for progressiveness by maintaining an organization of sanitary *jamadars* and sweepers in each of the 24 *thanas* of the district for cleaning the villages and for giving practical demonstrations in digging manure and soakage pits on the Gurgaon plan. This board spent on public health measures Rs. 33 per thousand of the population against a provincial average of Rs. 17.

In certain districts the campaign against leprosy continued. In Muzaffarpur district the leper clinics are reported to have

treated 2,142 cases out of which 13 are said to have been cured, and 253 to have improved. Provision for the relief of lepers was made by all the boards in Orissa, where leprosy is widespread, although the campaign against leprosy must still be regarded as in its infancy.

The study of medicine was encouraged by some of the district boards by the grant of scholarships; while in a number of districts the policy of medical examination of school children by board dispensary doctors and health officers continued.

The campaign against cholera which was particularly severe in a number of districts during the year, made some headway by the extended use of cholera bacteriophage both in treatment and as a preventive, by more widespread inoculation, by the distribution of leaflets, and by the provision of a better water-supply.

To combat small-pox which infested most of the districts but was severe chiefly in Monghyr, Purnea, Hazaribagh, and Cuttack districts, vaccination and re-vaccination were carried out on a large scale. In the districts of Patna, Gaya and Muzaffarpur, compulsory vaccination was in force. Plague persisted in some areas of North Bihar and became a menace in Bettiah town and some parts of the countryside around. Dispensary doctors and extra epidemic doctors were employed on the work of anti-plague inoculation in the affected areas of the Tirhut division.

Malaria raged in the districts of Champaran, Darbhanga, Cuttack and Balasore and was particularly severe in some parts of the Muzaffarpur district and the Madhipura subdivision of Bhagalpur. Quinine pills and cinchona tablets were distributed in the affected areas by the boards' public health staff, and a large number of patients received treatment at the boards' dispensaries.

There was some progress in the matter of water-supply. While the boards of the Patna, Chotanagpur and Orissa divisions made little advance, those of the Tirhut and Bhagalpur divisions were compelled by the earthquake to pay considerable attention to the restoration and improvement of their drinking water-supply. In Muzaffarpur district 670 new tube wells and 307 surface wells are reported to have been sunk, the expenditure being met almost entirely by a Government grant for the purpose. In Darbhanga 172 deep tube wells were established out of the fund provided by the Maharajadhiraja of Darbhanga. Large sums were devoted to this purpose in Champaran, Darbhanga and Bhagalpur. The Sadr

local board in Monghyr installed 75 tube-wells, while in Purnea the district board spent an appreciable sum out of its own funds on the sinking of 153 new wells.

The provisions of the Food Adulteration Act were enforced in some of the fairs of the Bhagalpur district and in the triennial *mela* held at Rajgir in Patna. At the Sonepur fair, the largest of its kind in the province, the Saran district board lent its co-operation, as usual, to the Public Health Department which is directly responsible for the supervision of the public health arrangements.

At a number of fairs public demonstration lectures were organized to promote a knowledge of elementary hygiene and sanitation among the masses.

Veterinary.

There was again a slight decrease in expenditure under this head, attributed to the reduced cost of sera and vaccine. In Monghyr there was a slight increase in expenditure due to the measures necessitated to cope with a serious out-break of cattle disease after the floods.

On the whole there was little progress in this department of the board's activities although the system of inoculation with goat virus and goat tissue virus, and the inoculation of cattle and the castration of calves in rural areas through the agency of touring veterinary assistants became increasingly popular. A number of boards continued to maintain stud bulls and some to award scholarships to students at the Patna Veterinary College, while the Purnea board encouraged cattle breeding by the award of prizes at cattle shows held at fairs.

Civil Works.

There was a heavy net increase of over Rs. 16 lakhs in the expenditure of the boards on civil works. This was chiefly due to the restoration of buildings and communication shattered by the earthquake in the Tirhut, Bhagalpur and Patna divisions. In Hazaribagh in addition to expenditure incurred owing to the earthquake, there was an outlay on the construction of medical and educational buildings for which grants had been previously made by Government. Moreover augmented grants out of the Motor Vehicles Taxation receipts permitted of some increase in the expenditure on communications; on the other hand the Cuttack district board disbursed more than half a lakh of rupees less on civil works owing to its inability, for certain reasons, to spend heavy allotments for medical and school buildings.

The total mileage of metalled roads maintained by the boards increased from 2,678 in the previous year to 2,717; on the other hand there was a very slight decrease from 15,768 to 15,760 in the mileage of unmetalled roads due in part to the conversion of certain lengths of road from unmetalled to metalled. There was also an increase by 262 in the mileage of village roads maintained by the boards. Among the important original works undertaken during the year mention must be made of the construction of the Dhadhar bridge on the Gaya-Nawadah road at a cost of Rs. 76,000. All the district boards except those of Patna, Purnea, Bhagalpur, Singhbhum and Puri are reported to have maintained railway feeder roads within their respective jurisdictions.

Water hyacinth.

There was no spectacular campaign against this vegetation except in Orissa. The Patna district board spent a thousand rupees on the eradication of water hyacinth, and the Muzaffarpur board issued notices under their by-laws for its removal. In the coastal districts of Orissa, where the weed is a real menace, a more organized campaign was carried on through the agency of the rural police under the inspiration of the Subdivisional Officers and their subordinates. Notices were issued and prosecutions followed in the few cases where disobedience made it necessary. The Public Health Department had leaflets in Oriya distributed, explaining the advantages of *singhara* cultivation in cleared tanks in order to prevent the regrowth of water-hyacinth. A conference was convened by the Commissioner of the Orissa Division at which it was decided to organize local welfare committees in the rural areas in order to continue the campaign under the guidance of the local officers and the district boards. Some of the welfare committees formed as a result of the conference are reported to have stimulated public enthusiasm.

Local boards.

The number of local boards remained the same. The local boards in the Gaya district were reconstructed during the year. The Jehanabad local board in Gaya district, having failed to elect its own executives, they had to be appointed by the district board. A large number of local boards did not hold the statutory minimum of 12 meetings in the year. The repeated failure in this respect of some of these bodies, year after year, might tend to throw doubt on the utility of their separate existence. In Monghyr however the experiment of the amalgamation of the entire engineering staff of the district under the control of the parental district board continued, but in the opinion of those best

qualified to judge this excessive centralization required some modification. In Bhagalpur district also, this system of amalgamation was introduced but there too the change was not entirely successful due, it is reported, to the deliberate neglect of the subordinate engineering staff, who would seem to have been inclined to sabotage a scheme under which their own importance naturally diminishes. The relations between the district and local boards were generally happy, but less cordial in some instances were the relations between the local boards and their unfortunate employees—the school teachers—whose meagre salaries at more than one place were chronically in arrear or who were subjected to transfers, as in the case of one local board, where no less than 536 teachers were transferred in two batches in the course of the year.

Union boards.

The process of converting the union committees under the provincial Local Self-Government of 1885 into union boards under the Bihar and Orissa Village Administration Act of 1922, which confers larger powers than the older Act upon these rustic authorities was stayed. During the year the residue of union committees remained at 23 as in the previous year. The number of union boards fell from 147 to 144.

The activities of these bodies consisted as usual in the maintenance, within their limited areas, of rural police, pounds, village roads, primary schools, rural water-supply, and sanitation and conservancy arrangements. They were district boards or rather municipalities in miniature—the lowest ring in the ladder of Local Self-Government, and they reflected in varying measure the virtues and still more the vices prevalent at the top. For inefficient management the control of primary education had to be withdrawn from the Nawadah Union Committee. On the other hand the latrine scheme in the Jehanabad union is reported to have worked satisfactorily. A number of committees maintained as before lighting arrangements out of funds provided by the district boards, and the Jhajha, Begusarai and Jamui committees continued to do good work.

Municipalities.

The number of municipal bodies remained at 61. On the whole there was not much cause for joy in the administration of the municipalities. Some of the leading municipal corporations in the province, such as those of Patna, Monghyr and Cuttack had already been superseded for maladministration, and to this gloomy list had, during the year, to be added Hajipur; while the sword of supersession, soon

to drop, hovered over the heads of the municipal corporations of Barh, Gaya and Bhagalpur. In addition Government was compelled during the year to take over charge of the tax-collecting departments of the Ranchi, Bihar and Darbhanga municipalities, while similar steps were in contemplation against Deoghar. The record of a large number of other municipalities also gave cause for dissatisfaction. The main cause for the maladministration of so many municipal boards remained, as before, reluctance to impose adequate taxation or to realize by effective measures such taxes as had actually been imposed. In this connection some of the worst defaulters were municipal commissioners themselves. Moreover there was lack of supervision and control by the executives over the work of their staff, the widespread prevalence of personal feuds and factions amongst the commissioners, and a regrettable tendency to treat with negligence, if not with actual disdain the advice of inspecting officers. It was therefore not surprising that in many municipalities accounts were kept in an unsatisfactory manner leading to a number of financial abuses in the case of several and to actual embezzlement or misappropriation at Puri, Bettiah, Deoghar, Patna City, Hajipur, Bihar, Arrah, Gaya and Hazaribagh. On the other hand it was evident that where different qualities prevailed even unsuperseded municipalities could attain a fairly high standard of efficiency and the example of Chapra and also to some extent of Roserah, Muzaffarpur, Madhubani, Samastipur, Siwan, Chaibassa and Balasore were there to refute those critics who considered it hopeless to expect good results from bodies no longer managed by Government officials.

Income and Expenditure.

On the 1st April 1934 there was an aggregate opening balance of Rs. 12,05 as against Rs. 7,60 in the previous year. During the year there was a total income of Rs. 54,26 against Rs. 39,71 the year before. This rise of Rs. 14,55 was due chiefly to the special grants made by the Government of India for earthquake reconstruction. There was also, partly due to better collections, an appreciable increase in the income from municipal taxes and fees, which was gratifying in view of the fact that several municipalities had to grant remissions to rate-payers affected by the earthquake. The total expenditure of the municipal bodies increased to Rs. 48,68 against Rs. 38,08 in the previous year. This increase of Rs. 10,60 was again due chiefly to the earthquake. A start was made on the work of earthquake construction but the bulk of the work remained unfinished by the end of the period under review. There was a notable increase of expenditure of almost Rs. 7 lakhs on Public

Health, a good deal of this in the earthquake affected towns. By reason of unspent earthquake grants the closing balance at the end of the year had swelled to Rs. 23,60.

Education.

Expenditure on education continued to increase reaching a total of Rs. 4,49 against Rs. 4,26 in the previous year and Rs. 4,12 in the year before. The Patna City Municipality encouraged the education of children of the depressed classes by financing five primary schools specially intended for them, besides allowing depressed class children free education in the ordinary institutions. The Cuttack Municipality established a new lower primary school for girls and an Urdu primary school, while the Bettiah Municipality effected economies by a policy of amalgamation of Urdu and Sanskrit primary schools.

Indoor administration.

The number of meetings held during the year increased from 1,024 in the previous year to 1,184, as also the number of meetings abortive for lack of a quorum, which rose from 38 in the previous year to 43. On the other hand the number of meetings adjourned decreased from 106 to 81. A number of municipal bodies met often—some too often. Gaya met 59 times, Bettiah 57 times and Arrah 50 times, while others like Buxar, Tikari and Muzaffarpur met on fewer occasions in the year than twelve, the minimum statutory number. There was a regrettable tendency among official members, busy men though they were, to absent themselves in a number of places. At Bhabua absenteeism was chronic among all sections of the municipal commissioners, the percentage of total attendance being only 6.37. At some places absenteeism among official members was understandable, though hardly justifiable, by the unnecessary warmth and prolix indecision that prevailed at meetings.

Outdoor administration.

There was some increase in expenditure on drainage, water-supply and conservancy. Work on the Patna City Drainage scheme continued. In Orissa, Government bore half the cost of a small drainage scheme prepared for the superseded Cuttack Municipality in order to put an end to the cesspit nuisance in the town. In the Tirhut Division attention had to be paid to repairing the ravages the earthquake had made in the drainage of the towns.

Some real progress in water-supply was made chiefly through Government grants. There was an improvement in the water-supply system in the municipalities of Patna City, Muzaffarpur, Bhagalpur and Daltonganj, and a scheme for water-supply in

Sasaram from the Sher Shah tank was taken up, for which Government have made a grant of Rs. 10,000. A further grant of one lakh of rupees was made by Government in addition to the grant of one lakh and a half, already given in the previous year for the reorganization of the Bhagalpur waterworks. A scheme for the supply of piped water from a tube-well was taken up by the Cuttack Municipality, while at Puri the waterworks scheme was completed and a regular water-supply has now been established to the lasting benefit of the pilgrims who flock to that sacred city. In order to improve their conservancy arrangements a number of municipalities invested in motor-trucks, chassis, conservancy carts and lorries, for road watering and scavenging. During the year a license was granted for the electrification of the town of Deoghar.

Some progress was made in maternity and child welfare work and several municipalities appointed midwives or assisted maternity centres with grants.

CHAPTER V.

Education.

General.

There was slow but uniformly steady progress in education during the year. The total number of pupils increased by 51,000 in spite of the dislocation caused by the earthquake and floods. With the revival of the post of a Special Officer for primary and girls' education there was an organized attempt to avoid wastage and to improve the very low standard of education attained in primary schools, by the introduction of a new syllabus and the recognition of the fact that four years of work are normally required for the attainment of literacy. Moreover Government, following the recommendations of the Primary Education Committee that had reported in the previous year, endeavoured to lay the foundations of a greater homogeneity among the people by discouraging a policy of class or creed separatism in education and insisting that in future only those text-books would be approved for primary schools (with the exception of text-books for literature in upper primary schools) which were printed in both the Urdu and Nagri scripts. Also, in pursuance of the same object teachers were enjoined to impart instruction in language easily intelligible to all sections of their pupils whatever their religion. There was a net decrease of 168 in the number of schools, but this was due to a fall of 213 in the number of unrecognized schools, many of which were evidently superfluous institutions, judging by the great increase in the aggregate number of pupils during the year. The number of recognized institutions increased by 45.

The total expenditure on education again rose by Rs. 1½ lakhs to Rs. 171 lakhs. Of this over 61 per cent was met from public funds and some 24 per cent from fees, the balance being from miscellaneous sources. The total average cost per scholar worked out at Rs. 15 and annas five.

Primary education.

The drive against illiteracy was continued with increased vigour in the course of the year. In order to separate the dead weight of the very small, who in previous years had obstructed the progress of the more mature in schools already unmethodically staffed, a new infant class was added to the bottom of the school and well over a quarter of the total number of 863,599 primary school boys read in it. This, with the introduction of the new syllabus, is

calculated to ensure that before a boy has left his lower primary course he should be at least literate. The achievement of the desired result will clearly depend on the co-operation of parents, many of whom, themselves illiterate peasants, have in the past appeared to consider that a year or two at most of the lower primary course was ample to give their off-spring the hall-mark of enlightenment.

The direct expenditure on primary education continued to rise slightly from Rs. 55,43 to Rs. 56,37. There was also a slight increase in the total number of primary schools of all denominations from 27,173 to 27,187. This was still below the number in 1932-33 which was 27,426. But the total number of pupils continued to increase steadily from 891,231, in 1932-33, through 895,164 in the preceding year to 935,471. It is, therefore, apparent that there is a point beyond which the mere multiplication of schools does not necessarily cause an increase in the number of pupils, and a point where reduction in the number of schools does not necessarily imply fewer pupils. It is satisfactory to record that the enormous wastage in primary education caused in previous years by superfluous, ill-staffed schools and absentee or transitory pupils who, in their brief school career, never learnt anything they did not speedily forget, showed signs of having been arrested, although it is yet too early to anticipate that wastage is definitely a thing of the past.

The following table dealing with statistics of primary schools for Indian boys will illustrate the position.

	Number of Indian boys in each class in—				
Class.	1930-31.	1931-32.	1932-33.	1933-34.	1934-35.
1	2	3	4	5	6
Infant class ...	...	...	...	...	267,288
Class I ...	441,606	435,253	431,521	421,842	180,150
Class II ...	167,146	170,221	171,270	171,960	169,981
Class III ...	120,880	122,056	125,226	128,899	132,516
Class IV ...	49,607	52,018	55,664	59,245	65,313
Class V ...	39,582	40,098	42,422	44,586	48,351
Total ...	818,821	819,646	826,103	826,532	863,599

Investigations made by the Special Officer in a number of districts in the course of the year dismally illuminated the infructuous nature of much of the expense on primary education in the

past. It was established that of every three children admitted to a primary school only one had made satisfactory progress after three years. Of the others one had remained tenaciously at the bottom of the school throughout that period, while the third had vanished, having completed his education. In February 1935 the local Government published a consolidated resolution on the proceedings of the Primary Education Conference. An important instruction enjoined the admission of new entrants to primary schools as far as possible between the ages of 5 and 6, and in order to mitigate the appalling drag on less backward pupils, local bodies were desired to fix a date in each year after which children should not be admitted unless they had already reached a standard of instruction comparable with that of the remainder of the class. Not all local bodies appear to have appreciated the necessity of enforcing these instructions and numerous instances of a subtle compromise came to light whereby tardy new entrants in fact adorned the class room although their names were not permitted to burden the register.

The question of housing lower primary schools became more and more acute. It was increasingly difficult to find buildings capable of housing two-teacher schools. Thus even in places where the amalgamation of two indifferent one-teacher schools would have been welcomed they continued on their sad, separate way for lack of suitable accommodation. The solution to this important problem would appear to lie in harnessing the latent enthusiasm of the villagers to erect with their voluntary labour, under proper guidance and control, suitable buildings for the education of their children.

Compulsory education in primary schools was theoretically in vogue in the Jamhore Union in Gaya district. On the other hand compulsory primary education continued to be administered in the Ranchi municipality with considerable success. Almost all the boys of school-going age were on the rolls of the schools and their attendance continued to improve from 93 to 93.4 per cent. The compulsory scheme in the Banki Union, financed by the Cuttack district board was also reported to be working well. Incidentally the Cuttack district in Orissa continued to maintain its reputation of being the most progressive in primary education in the entire province, the number of pupils in its primary schools for Indian boys being 83,205—a number that was both absolutely and in proportion to the population far higher than that of any other district. Outside Orissa, Saran district appeared to be the most advanced. There was a great demand for education in this

district where primary education continued to be given free, the district board paying its teachers Rs. 3 a month in lieu of fees. As a result the schools in Saran were greatly overcrowded, posing a tough problem for the district board which it found difficult to solve in spite of as generous an allocation of funds as its limited finances permitted. Almost inevitably the standard of work in the overcrowded schools suffered. The Samastipur municipality, on its part, having endeavoured to make primary education free but not compulsory, abandoned the attempt during the year, while a similar experiment at Daltonganj was reported to be yielding disappointing results. In municipalities generally there was a tendency to sacrifice quality to number. In Patna City in an area of 11 square miles there were 109 schools, in Gaya municipality 69 schools, and in Monghyr in an area of only 4 square miles there were 41 schools. Many of these were one-teacher schools and even the best schools for the most part worked on the unsatisfactory basis on one-teacher to two classes.

Adult primary education was fostered by an increase in the number of night schools from 174 to 186 and in that of their pupils from 4,276 to 4,618. On the other hand, the number of school post-offices, (where one person combined the dual function of sub-postmaster and teacher), declined from 196 to 185. There was a steady increase in the number of trained teachers employed in primary schools from 19,472 to 20,184.

The policy of inculcating the importance of forests in the minds of the children of Chota Nagpur continued and more schools in the Ranchi district were entrusted with the care of forest nurseries. The results hitherto achieved have been small but encouraging and, apart from the question of forest propaganda, any development was important that tended to break down the notion that education consists in learning, generally by heart, certain words from a book. For the same reason handwork in various forms found a more prominent place in the new syllabus than in the old and in a number of places the idea has been adopted with enthusiasm. Little Tharu aboriginal school-boys on the Nepal borders took with alacrity to hand-weaving, while their small Oriya brothers sat and learnt by the shores of the Bay of Bengal on mats of their own making.

Secondary education.

In the sphere of secondary education, also, the year showed good progress. The total number of secondary schools of all classes continued to rise from 971 in 1932-33 through 1,020 in 1933-34 to 1,049, and the number of pupils from 139,062 in 1932-33 through 143,243

to 154,705. Direct expenditure on secondary schools rose correspondingly from Rs. 42,86 through Rs. 45,59 to Rs. 46,65 during the year under review. High schools shared in the increase, the number of high schools for boys rising from 174 through 187 to 192. New high schools for boys were opened at Bihta in Patna district, Dumri in Shahabad, Nawgachia in Bhagalpur, Ranchi and Lohardaga in Ranchi district, and at Gadi-Bero in Manbhum. On the other hand, recognition was withdrawn from the Training Academy at Monghyr, a decision that was criticised in the Legislative Council by the passing of a token cut motion in the Budget debates.

There was an appreciable increase in co-education. The number of girls attending high schools for Indian boys rose from 62 to 113 and the number attending middle schools rose from 875 to 1,109. It is interesting to note, doubtless owing to the higher standard of education there, that many girls were sent to boys' secondary schools even where a separate girls' school was at hand. The experiment designed to secure a common standard of work in class VII for high schools and middle schools alike by setting examination papers identical in standard was reported to have been a success.

The Matriculation Examination Committee set up jointly by the Patna University and the Board of Secondary Education to consider the matriculation examination in all its aspects issued a questionnaire during the year, which aroused a good deal of interest. In order to effect certain improvements a revised curriculum was published by Government for the middle classes of boys' and girls' schools to be introduced in class VI in January 1937 and in class VII a year later.

Vocational training.

There was a growing tendency on the part of the authorities of middle English schools, which increased from 672 to 697, to introduce vocational training. Six schools taught carpentry, twelve agriculture, seven tailoring, three carpet-weaving and one each cane-work, book-binding and soap-making. Eight of these classes were started during the year and the results continued to be encouraging.

Private benefactors of secondary education.

A gentleman named Babu Mahendra Narayan Sinha gave the Shahabad district board some land and a school building for the purpose of a middle vernacular school with agricultural classes in his village of Pirauta. (The number of middle vernacular schools in the province had fallen slightly from 114 to 112, but

the number of pupils studying in them had increased from 11,928 to 12,685). Shahabad district was favoured with another private benefaction. The building of the new high school at Dumri was constructed at a cost of Rs. 25,000 by a lady landholder of the locality, who further endowed the school with a donation of Rs. 29,000. Again Rai Sahib Bishwanath Parida of Jamalpur in Balasore district made an endowment of Rs. 30,000 for the purpose of establishing a middle English school in his own village. Nor were these the only, though the outstanding, examples of private generosity in the cause of education during the year.

University and collegiate education.

His Excellency the Governor continued to be the Chancellor and the Hon'ble Mr. Justice Khwaja Muhammad Noor, C.B.E., the Vice-Chancellor of the Patna University. The University sustained a great loss in the death, on the 19th March 1935, of Babu Sri Krishna Prasad, a Representative Fellow. In the same month the honorary degree of Doctor of Philosophy was conferred on Mr. Henry Lambert, M.A. (Cantab.), Principal of Patna College, who retired shortly after.

The general impression that the University was a factory with an increasing output for educated unemployed young men was not borne out by the figures. The slight decline of the preceding years in the number of students at the arts and science colleges continued, the number on the rolls being during the year under review 3,335 in a province with a total population of some 38 millions. There was also a slight decrease in the number of students in the Professional colleges, the total number of such students remaining well below 1,000 (between 800 and 900). There was, indeed, an increase in the number of students at the Patna Law College which now stood at 273, but this was far below the figure of 555 in 1928-29, since when there has been a steady decline. At the Prince of Wales Medical College, out of 124 applicants only 37 could be admitted. Here, a medical college students association was formed and staff rooms and common rooms were opened. The college was inspected by the Inspectors of the Indian Medical Council, and secured recognition as a result, being included in schedule I of the Indian Medical Act of 1933.

The Bihar College of Engineering received recognition from the City and Guilds Institute of London. At this college, the Prince of Wales scholarship which had lapsed in the previous year for want of a suitable candidate was awarded, and the selected candidate was sent to Hull for practical training. The Engineering College continued to train pleaders and munsifs in survey

work. The students that passed out from the college found no difficulty in obtaining employment, even if only temporarily, due to the earthquake.

The hospital of the Bihar and Orissa Veterinary College continued to do useful work. Research on *kumri* was continued at the Research Laboratory and rinderpest goat-virus, both blood and spleen tissue, was successfully manufactured. Eighty-three animals of the Government cattle farm were immunised against rinderpest by goat-blood virus and twelve by tissue virus.

Oriental studies.

Sanskrit education continued to progress. The number of recognised Sanskrit *tols* rose from 339 to 345 with an increase in the number of pupils from 10,723 to 10,996. The number of Sanskrit primary schools (previously designated *pathshalas*), of recognized status, likewise increased from 793 to 809 and their pupils from 21,214 to 24,210. Recognized institutions accounted for the vast bulk of schools and pupils, unrecognized Sanskrit schools numbering only 67 with 1,482 pupils. A hopeful feature, calculated to lead in time to a better class of teachers in Sanskrit schools, was provided by the continuous increase in the number of pupils who join Sanskrit schools after passing the middle or upper primary examination.

On the recommendation of the Primary Education Committee, Government decided to reduce the time allotted to Sanskrit in primary Sanskrit schools from two periods to one period a day, just as in Urdu primary schools (previously designated *maktabs*) the time allotted to religious Islamic instruction was reduced to one period a day.

The number of recognized *madrasas* fell from 49 to 46 but the number of their pupils increased from 3,424 to 3,425. On the other hand, the number of unrecognized *madrasas* rose from 38 to 41 while their pupils decreased from 2,083 to 1,922.

Technical education.

The number of technical, trade and vocational schools rose from 68 to 69 and the pupils on their rolls from 3,497 to 3,696, but direct expenditure on them fell from Rs. 8,14 to Rs. 7,81. In the Orissa Medical School, there were as many as 11 lady students on the rolls. The Industrial school maintained by the East Indian Railway at Baniadih near Giridih, was closed during the year, but a mining class was started in its place. The Tirhut Technical Institute

continued to be embarrassingly popular. Of 177 applications for admission the available accommodation permitted of only 41 being granted. The Industrial Diploma classes at the Bihar College of Engineering, Ranchi Technical School and the Orissa School of Engineering also continued to attract a large number of candidates. At the Jamalpur Technical School, out of 128 apprentices under training only 32 apprentice mechanics were from the province. This institution received a grant-in-aid from the local Government of Rs. 13,931, representing the amount of the contribution by the local Government up to the 30th September 1934 when the agreement with the East Indian Railway expired. To meet the growing needs of the sugar factories of the province the local Government in the Department of Industries awarded a scholarship of Rs. 50 a month for training in sugar technology at the Harcourt Butler Technical Institute at Cawnpore. Besides this, several new stipends ranging in value from Rs. 15 to Rs. 45 a month were awarded for training outside the province in subjects for which adequate facilities within the province were lacking.

The commercial class at the Ravenshaw Collegiate school in Cuttack flourished. The number of students rose from 17 to 29 and the income from fees more than covered the expenditure. Moreover all the 19 pupils, who passed the final examination obtained employment.

Training of masters.

The number of institutions for training masters remained the same, namely two colleges one each at Patna and Cuttack, five secondary and seventy-four elementary training schools. The University decided to replace the degree of Bachelor of Education by a new degree of Master of Education.

The direct expenditure on secondary and elementary training schools rose from Rs. 2.39 to Rs. 2.43 and the number of trained teachers from 19,472 to 20,184. This steady increase in the number of trained teachers, by reason of the higher minimum salary prescribed for trained teachers, is tending to become a source of financial embarrassment to the local bodies, and the Madhubani local board went so far as to refuse to allow teachers under its control to be deputed for training. It would be regrettable if financial considerations were to result in any setback in the steady improvement in the quality of teachers and the Director of Public Instruction was of opinion that some modification of the minimum salary prescribed for trained teachers would have to be made.

The progress of female education in the province, though slow, continued to be encouraging. Direct expenditure on girls' schools rose from Rs. 8,55 to Rs. 9,07. The number of educational institutions exclusively for girls rose from 2,724 to 2,734 and the number of Indian girls attending girls' schools rose appreciably from 76,031 to 79,625. The total number of girls at school (including those in boys' schools) was 149,822 against 139,957 in the previous year. The progress in co-education is significant of the decreasing conservatism of the people of the province. The number of girls reading at colleges for men rose from 9 to 15, in high schools for boys (as already mentioned) from 62 to 113, in middle schools for boys from 875 to 1,109 and in other schools from 62,980 to 68,960. There was still no degree college for women in the province. The number of high schools for girls rose from 6 to 8 with an increase of 207 in the number of pupils. The two new high schools were the Kanya High School at Gaya and the C. M. S. girls' school at Deoghar. The Giridih Girls High School, which previously had had to shift from rented house to rented house, at last acquired a house of its own during the year. The number of middle English schools for girls decreased from 25 to 24 since two of the schools became high schools and only one new school, called the Jain Bala Vishram, was recognized at Dhanpura in Arrah. The number of middle vernacular schools remained at 11. The number of recognized primary schools for girls increased by 11 to 2,410. Most of the primary schools continued to be unsatisfactory owing to the dearth of trained and qualified teachers. In Cuttack there was a primary school for adult women which was reported to be doing excellent work. There was no increase in the number of training classes for women teachers, the sum total of classes remaining at four, managed by Government, and seven, managed by the missions but aided by Government. The number of students at these classes likewise remained stationary at 250. The paucity of women offering themselves for training constituted a serious drawback to the cause of female education. The dearth was particularly felt in the case of properly qualified Urdu mistresses.

Female education.

Technical, industrial and agricultural schools for girls and women remained at 11 but there was a welcome increase in the number of pupils from 381 to 418 and in direct expenditure from Rs. 18,010 to Rs. 28,835. The Girls Guide movement flourished in most of the high and middle schools for girls. There were also 'Blue-bird Flocks' in a number of places.

Lady Sifton continued to preside over the activities of the Council in the cause of women and social improvement. The Council which had been formed in 1925 completed its tenth year and provided a valuable outlet for the feminist movement in the province. The worth of its past work and that of sister bodies in other provinces was recognized by the distinctive position accorded to women in the new constitution, and one of its Vice-Presidents, Lady Imam was to secure uncontested election to the first Legislature of Bihar under the new constitution. The Council carried on through two sub-committees the work in connection with the Lady Stephenson Diplomas in needlework and hygiene. Examinations were held in January 1935 and district inspectresses of schools co-operated by collecting the specimens of needlework and forwarding them to the Honorary Secretary.

Bihar and Orissa Council of Women.

An exhibition of the needlework was held later at which Lady Sifton distributed diplomas and gold medals to successful candidates. The number of girls and women competing for the diplomas is increasing every year and the award of these diplomas has been a great encouragement to many schools in remote places.

The Sambalpur Branch of the Council languished and died owing to the difficulty of finding suitable ladies willing to become office bearers and to carry on the work. On the other hand, the Branches at Jamshedpur, Cuttack and Ranchi continued to flourish and did a good deal of very useful work.

Education of Europeans.

The number of Anglo-Indian and European schools remained 20, five being secondary schools (three for boys and two for girls) and fifteen being elementary schools (five for boys and ten for girls). The total number of pupils rose from 1,540 to 1,733, the direct expenditure rose slightly but the indirect expenditure which rose from Rs. 1,42 to Rs. 2,14, was not far short of the direct expenditure. This rise in indirect expenditure was chiefly due to repairing earthquake damages—the cost being met by the Government of India. During the year rules of procedure were framed for the Provincial Board for Anglo-Indian and European education, but the board had not yet held its first meeting by the end of the period under review.

A Provident Fund scheme similar to that in secondary schools for Indians was instituted for the benefit of teachers, clerks, nurses, matrons and house-keepers in Anglo-Indian and European secondary schools.

The total number of candidates sent up for the various public examinations rose from 109 to 126, the total number of teachers rose from 116 to 123 and of trained teachers from 81 to 82. There were 357 boys and 413 girls as boarders in these schools, while the number of Indians studying at these institutions rose appreciably from 204 to 266.

Education of Muhammadans.

There was a substantial increase in the number of Moslems under instruction. The total number in the province rose from 151,193 to 157,675, a proportion of 13.3 per cent of the total number of pupils in the province, which showed that Moslems, at least in this province, could not be held to be backward in education as a whole.

The number of elementary training schools for Moslems remained 13. In Orissa, where Moslems form a very small part of the population, difficulty was still experienced in securing the requisite number of qualified candidates for admission into the two training schools there. The number of Moslem pupils in secondary schools continued to increase. In middle schools the number rose from 4,960 to 5,492 and in high schools from 3,950 to 4,039.

The total expenditure from public funds incurred especially for the benefit of Moslem pupils increased to Rs. 5,83.

The education of aborigines.

The number of Christian aborigines receiving instruction continued to rise from 33,219 to 34,894 and the number of other aborigines from 44,691 to 44,943. Aboriginal pupils continued to make good progress. Seven college scholarships against six in the previous year, twelve middle scholarships against four, twelve upper primary scholarships against ten and sixty-eight lower primary scholarships against sixty were won by aborigines. The total sum spent specially for the benefit of aboriginal education amounted to Rs. 42,904 a slight increase over the previous year's figure. Towards the end of the year the question of providing further facilities for the education of the children of the aboriginal Santals, especially in the districts of Bhagalpur and Monghyr, where they formed a small minority of the population, was taken up.

The 'depressed' classes.

There was again a remarkable increase in the number of 'depressed' class pupils under instruction. In the previous year the number had increased by 9,000 to 58,187 and during the year under review the figure rose to 64,328. Students belonging to these castes in the collegiate stage rose from 3 to 4, in high schools from 191 to 233,

in middle schools from 658 to 878 and in primary schools from 51,595 to 58,067. There was a slight decrease in the number attending special schools and unrecognized schools.

Although orthodox prejudice against the depressed classes was by no means as extreme in this province as in some others, Government commended to the notice of local bodies the proposal of the Primary Education Committee that schools receiving aid from local bodies should be moved to more tolerant sites, if local public opinion insisted on the exclusion of depressed caste children. Government also commended to their consideration the proposal of the Committee that depressed class pupils should have the same facilities as other children, namely that they should be admitted right into the class room and be given a seat in front of the teacher and in front of the blackboard. The suggestion was also accepted that local bodies should be asked to make special budget provision for compensating teachers who admit depressed class pupils thereby running the risk of losing pupils of the upper castes. Pupils of the depressed classes won three upper primary and thirty lower primary scholarships as against three and twenty-four in the previous year.

The expenditure on education incurred specially for the benefit of the depressed classes rose appreciably from Rs. 45,081 to Rs. 60,275.

The criminal tribes.

Of a criminal tribe population of 6,899 the number of children at school was 268. A new school specially for children of these tribes was opened in Orissa increasing the number of such schools to eight. The others were as before, two in the Tirhut, four in the Bhagalpur and one in the Chota Nagpur Divisions.

Factory schools.

The number of factory schools increased from 65 to 68. A new colliery school was opened in Manbhum and two more night schools at Jamshedpur. On the rolls of these factory schools were 2,258 boys and 183 girls who were either factory employees or the children of employees, besides 712 other boys and 177 other girls. The expenditure on these schools rose from Rs. 32,885 to Rs. 34,610.

Education of defectives.

There was a decrease in the number of pupils at the Ranchi Blind School from 75 in the previous year to 66. On the other hand, the number at the Patna Blind School increased from 30 to 34. Both these humanitarian institutions received grants from Government (a little over

Rs. 3,000) each to encourage them in their useful work. In the absence of any school for the deaf and dumb within the province, 12 scholars were maintained by the local Government and some by the district boards at the Calcutta deaf and dumb school. The number of pupils in the school attached to the leper asylum at Purulia rose slightly from 246 to 248.

Hazaribagh Reformatory School.

The number of boys at the Hazaribagh Reformatory school continued to decline from 210 through 181 to 179 during the year under review. The decrease, however, was due to the fall in the number of boys from Bengal, from which province 66 boys were in residence against 70 in the previous year. The number from Assam remained at 6, while that from the province itself rose from 105 to 107. The gross cost of the school fell appreciably from Rs. 85,154 to Rs. 77,856, while the net cost was Rs. 71,847. The saving was due to economies in the staff and to larger receipts from the workshop. The school dairy has since been abolished, resulting in a further economy. The number of boys under surveillance fell from 127 to 116 of whom 89 were reported to be leading honest lives, and 18 were casualties, having either died or remained untraced. Of the rest 7 were reconvicted and 2 were placed under police surveillance.

Unrecognized institutions.

The number of unrecognized educational institutions fell from 2,806 to 2,593 and the number of their pupils from 70,782 to 69,732. A good deal of this difference was due to reclassification. The number of 'national' schools rose from 13 to 19, with a rise in their pupils from 790 to 1,082.

Miscellaneous.

An interesting innovation in the procedure for the selection of text books was made on the advice of the Text-Book Committee, as an experimental measure for two years. It was decided that the Director of Public Instruction should maintain in his office a confidential list of expert reviewers and every book received should, in the first instance, be sent for opinion to two of the experts on the list, to be chosen in such a way that no one might be able to know to whom any particular book would be sent. Before any book could be laid before the Text-Book Committee at least one of the expert reviewers must have pronounced in its favour.

The fourth volume of the Oriya dictionary prepared by Babu Gopal Chandra Praharaj was published during the year and a

revised edition of Dr. Campbell's Santali-English and English-Santali dictionary was printed at the Church of Scotland Mission Press at Pokhuria in Manbhum.

The system that had been adopted by some district boards of deputing their dispensary medical officers or their health staff to inspect medically the pupils in middle schools worked well. In Balasore district all the pupils of all the middle schools were medically examined during the year. The success of the scheme encouraged Government to instruct all district boards to pay similar attention to the pupils of middle schools under their charge.

During the year 1,461 students were instructed in First Aid and 560 qualified for certificates.

The Boy Scout as well as the Girl Guide movement continued to progress. In sharp contrast to the excitements of the days of civil disobedience there was a marked absence of political activity in colleges or schools, with an accompanying improvement in discipline.

Education in the province suffered a great loss in the retirement of all three Principals of the Arts Colleges at Patna just before or just after the year ended. A further blow was the death just after the close of the year of Mr. Saiyid Nurul Huda, C.I.E., a universally esteemed benefactor of Islamic education, who had devoted a large amount of property and a good deal of his time and energy to the maintenance of the *madrasa* he had founded at Patna. The translation of Canon Tarafdar, a pillar of education at Bhagalpur, to Calcutta as Assistant Bishop was another severe loss to the province.

Conclusion.

On the whole Education within the narrow limits imposed by the provincial finances, made substantial progress in Bihar and Orissa in 1934-35, and this was all the more creditable when it is remembered that in many areas, affected by the earthquake, teachers and pupils had to carry out their duties in very trying circumstances, exposed as they were in improvised shelters to the onslaught of the sun and the rain.

CHAPTER VI.

Public Health and Medical Relief.

Vital statistics.

The vital statistics for 1934 did not disclose any great improvement in the public health of the province. While the total number of births during the year was reported as 1,268,330 against 1,346,948, in 1933 the total number of deaths increased considerably from 833,397 to 981,599. The increase in mortality was attributed chiefly to cholera and all those various illnesses compendiously described as 'fever', but infant mortality which registered a further increase from 136 to 150 per thousand was also to some extent responsible. The result of this higher mortality which worked out at 26 per mille against the decennial average of 23.7 was that the excess of the births over deaths, fell from 13.6 per thousand in the previous year to 7.7. There was, however, no prospect of the population's becoming stationary, still less declining, anywhere within the foreseeable future except in the Cuttack and Balasore districts where the death rate in 1934 exceeded the birth rate by 1.2 and 8.3, respectively. The birth rate in the province was 34 per mille as against 29 for Bengal the least prolific and 45 for the Central Provinces the most prolific province in India. The death rate was 26 per mille against 19.6 in Assam the least mortal and 37 in the Central Provinces, also the most mortal province in India.

The mean birth-rate for the towns was 19.4 per mille and for the rural areas 34.8. The majority of towns and districts did not depart widely from the mean. As regards deaths, the Orissa division continued to be the most fatal in the province with a death-rate of 35 per mille against the provincial average of 26. The districts of Balasore, Cuttack and Sambalpur with death rates respectively of 37, 36 and 35.7 were quite or almost as bad as the Central Provinces, while the greatest hope of living was to be found in Singhbhum, Manbhum and Darbhanga, which, with death rates of 17.4, 20.5 and 21.1, respectively, were almost as good if not better than Assam. Among the towns in the province Gaya with 39 per mille, Puri with 36 and Sitamarhi with 33, were the most deadly, whereas the promise of a long life was held out by Dumka with only 3.1, Deoghar with 3.8 and Dumraon with 4.3.

The statistics of births and deaths, depending as they mostly do on the reporting in rural areas by illiterate and not always energetic *chawkidars*, cannot claim to be accurate, especially where the

cause of death is in question. In the municipalities where, unlike the rural areas, the registration of vital occurrences is compulsory and occasional prosecutions for omission to notify serve as a reminder to the public, a higher degree of accuracy probably obtains.

Diseases.

The following table gives at a glance the rate of mortality from the chief causes in 1934 against the decennial average :—

	Urban.		Rural.		Combined.	
	Ten years' average.	1934.	Ten years' average.	1934.	Ten years' average.	1934.
1	2	3	4	5	6	7
Cholera	1·0	0·9	1·5	1·5	1·5	1·5
Small-pox	0·6	0·6	0·5	0·8	0·5	0·8
Plague	0·1	0·08	0·2	0·1	0·2	0·1
Fevers	7·8	7·3	16·5	18·2	16·0	17·8
Dysentery and Diarrhoea	0·8	1·0	0·5	0·6	0·5	0·6
Respiratory disease ...	0·5	0·6	0·1	0·2	0·2	0·2
Injuries	0·4	1·2	0·3	0·4	0·3	0·4
All other causes ...	0·9	5·2	4·4	4·5	4·4	4·5
Total ...	16·2	16·7	24·0	26·4	23·7	26·0

Cholera.

Cholera was severe in 1934. The total number of deaths from cholera increased from 17,514 in 1933 to 57,289. The coastal districts of Balasore, Cuttack and Puri in Orissa were ravaged by cholera throughout the year. By May cholera of a sporadic nature was general throughout the province and, apart from Orissa, raged also in most of the districts of South Bihar and Chota Nagpur. In North Bihar, perhaps owing to the extraordinary public health precautions taken as a result of the earthquake, the scourage was less, although in parts of Champaran and elsewhere a large number of persons succumbed from this disease during the rains.

The twelve district boards which continued to maintain health officers with a suitable subordinate health staff were able more or

less to cope with the epidemic from their own resources, although even here temporary epidemic doctors had to be detailed by the Public Health Department to assist the district board staff where the epidemic assumed serious proportions. Demands for epidemic doctors were numerous from the districts which had no permanent health organizations and 45 such doctors were deputed to help the local bodies to combat the cholera epidemics. In addition, at the request of the Civil Surgeon, Monghyr, the Department temporarily appointed a medical officer of health of the cadre of health officer to the Monghyr district board in order to control the serious epidemic of cholera prevailing there. The stocks of disinfectants such as bleaching powder, potassium permanganate and kaolin, maintained by the district boards, were amply requisitioned, and a steady supply of cholera vaccine was sent out from the Government Vaccine Depot, at Namkum, in the Ranchi district. The number of doses of vaccine issued in 1934 reached the peak of 749,305. A hopeful augury for the future improvement of public health is provided by the increasing popularity of cholera inoculations and popular objections on this score are apparently receding even from the most obscure and the most obscurantist villages.

There was an increasing use of choleraphage, both as preventive and as cure, to cope with the epidemic. On the Indian Research Fund Association's closing down their Bacteriophage Enquiry at Patna in the beginning of the year, the local Government decided to continue the valuable work entirely out of provincial funds. Till October 1934 Dr. Igor N. Asheshov continued to work as Director of the Laboratory, after which an Indian officer was put in charge. 87,088 phials of choleraphage were prepared during the year and 71,689 actually supplied on requisition to various towns and districts in the province.

Small-pox.

Small-pox took a smaller toll during the year. The total number of deaths from small-pox was a little over thirty thousand against 42,674 in 1933, which was the peak year of the small-pox wave. In 1932 the number of deaths from small-pox were 16,466 and in 1931 less than half that number. It will thus be seen that the number of deaths in 1934 can give little cause for satisfaction when it is remembered that in many advanced countries small-pox has been practically stamped out by preventive vaccination. Rural areas, as is to be expected, suffered more from small-pox than urban areas where facilities and the desire for vaccination are more conspicuous. Cuttack and Purnea suffered more than any other district, while

Muzaffarpur, Saran, Champaran and Darbhanga (the earthquake area, where more intensive public health measures were adopted) suffered the least. Of the towns Daudnagar was affected badly, Jamalpur worse and Puri the worst.

Primary vaccination was compulsory in municipal areas, but it is essential to make revaccination after every six or seven years also compulsory if small-pox is to be stamped out even in the towns.

In the districts, until 1931, primary vaccination was only compulsory in Patna, Muzaffarpur and Hazaribagh. Subsequently, Saran, Champaran, Purnea, Bhagalpur, Darbhanga, Puri and Gaya joined the number. With the exception of Hazaribagh all these ten districts and also Cuttack and Balasore have their own health organizations and, with the introduction of compulsory vaccination in ten districts and the extension of sections 92 to 96 of the Local Self-Government Act, vaccination control in them has been handed over to the local bodies and the Government vaccination inspecting staff have been withdrawn. Only where local bodies have no health officers of their own do the Civil Surgeons still exercise the powers of Superintendents of vaccination. But Government continue to supervise the vaccination work of the local bodies through the Assistant Directors of Public Health under each of whom a special vaccination Inspector has been appointed. Small-pox, however, is not expected to disappear until vaccination and re-vaccination are made compulsory throughout the province. Meanwhile vaccine lymph, manufactured at the Government Vaccine Depot at Namkum, is supplied free throughout the province.

Plague.

The number of deaths from plague was 5,411 against 1,635 in 1933. Plague in the province is more or less confined to North Bihar which has more commerce with the plague infested districts of the United Provinces than other parts. Muzaffarpur district was the worst sufferer with 1,832 deaths followed by Saran, Darbhanga and North Monghyr. Plague also reappeared in Champaran and in particular in Bettiah town after an absence of years. Of the 107 deaths reported from Champaran, Bettiah, where the epidemic erupted immediately after the earthquake and persisted throughout the year and beyond, except for a break in the hot months, was responsible for the majority. In February 1935 temporary emergency regulations under the Epidemic Diseases Act of 1897 had to be introduced in Bettiah municipality. Apart from other measures taken to cope with the epidemic in the affected area of North Bihar about a hundred thousand anti-plague inoculations were performed.

Of 23,461 deaths in 1934 from these complaints (against 17,064 in the preceding year) Orissa was responsible for 18,684 or 79 per cent. The worst affected towns were Sambalpur, Kendrapara and again Puri. With the introduction of a piped water-supply in Puri it is hoped that the health of that town will show a marked improvement.

Dysentery and diarrhoea.

Considerable commotion was caused in the Purulia subdivision of Manbhum by an outbreak of dropsy in epidemic form, which attacked the well-to-do classes of the people. The labouring classes who unlike their betters, did not eat parboiled, husked or long-stored rice, but promptly consumed what paddy they earned in daily wages, were practically untouched by the complaint, which broke out in September 1934 and affected 290 villages in 18 of the 21 thanas of the Sadr subdivision of Manbhum. Of 5,499 persons reported to have been attacked 839 succumbed. A number of doctors under Colonel R. N. Chopra, C.I.E., of the School of Tropical Medicine, Calcutta, made use of the opportunity to investigate this somewhat baffling complaint on the spot.

Dropsy.

The vast majority of deaths in the province are put down to fevers. Against 574,548 in the previous year as many as 670,389 or over 62 per cent of the total number of deaths in 1934 are accounted for under this group. The highest mortalities were recorded in the district and town of Gaya, in the districts of Angul and Purnea, and in the towns of Raghunathpur and Colgong. While no part of the province is entirely free from malaria, the worst malarial tracts occur in large portions of Orissa, and in Singhbhum, Purnea and North Bhagalpur. The incidence of malaria was less marked than previously in Purnea town where treatment centres for the disease continued to function. A field experiment of some interest was carried out at Khurda Road in Puri district between October and December 1934 in order to demonstrate the effect of Paris Green on the yield of paddy crops. It was found that, provided certain conditions were observed, the spraying of a 2 per cent solution of Paris Green in the watery fields in which paddy and mosquitoes alike thrive was not injurious to the paddy.

Malaria and other fevers.

Quinine continued to be available to the public at Post Offices at 5 annas 3 pies per ' treatment ' of twenty tablets packed in small glass tubes, but the public distaste for quinine remained disappointing. An experimental spleen census was carried out in the districts of North Bihar. Out of 2,764 children examined only 72 showed

enlarged spleens. Had the experiment been conducted in Orissa, it is possible that the results would have been more alarming.

Kala-azar.

A good deal of research work has been done in connection with this disease and the number of *Kala-azar* patients that are now attracted to hospitals and dispensaries to avail themselves of the improved methods of treatment is considerable. In 1934 the number of these patients was 58,547 against 55,044 in the previous year. The disease is most prevalent in Saran, Muzaffarpur, Darbhanga and Purnea districts. Fortunately Orissa and Chota Nagpur were practically free of this complaint. Government continued to make a special grant for the relief of *Kala-azar* patients, the proprietary drugs, which are most effective for its cure, being unfortunately very expensive.

Venereal diseases.

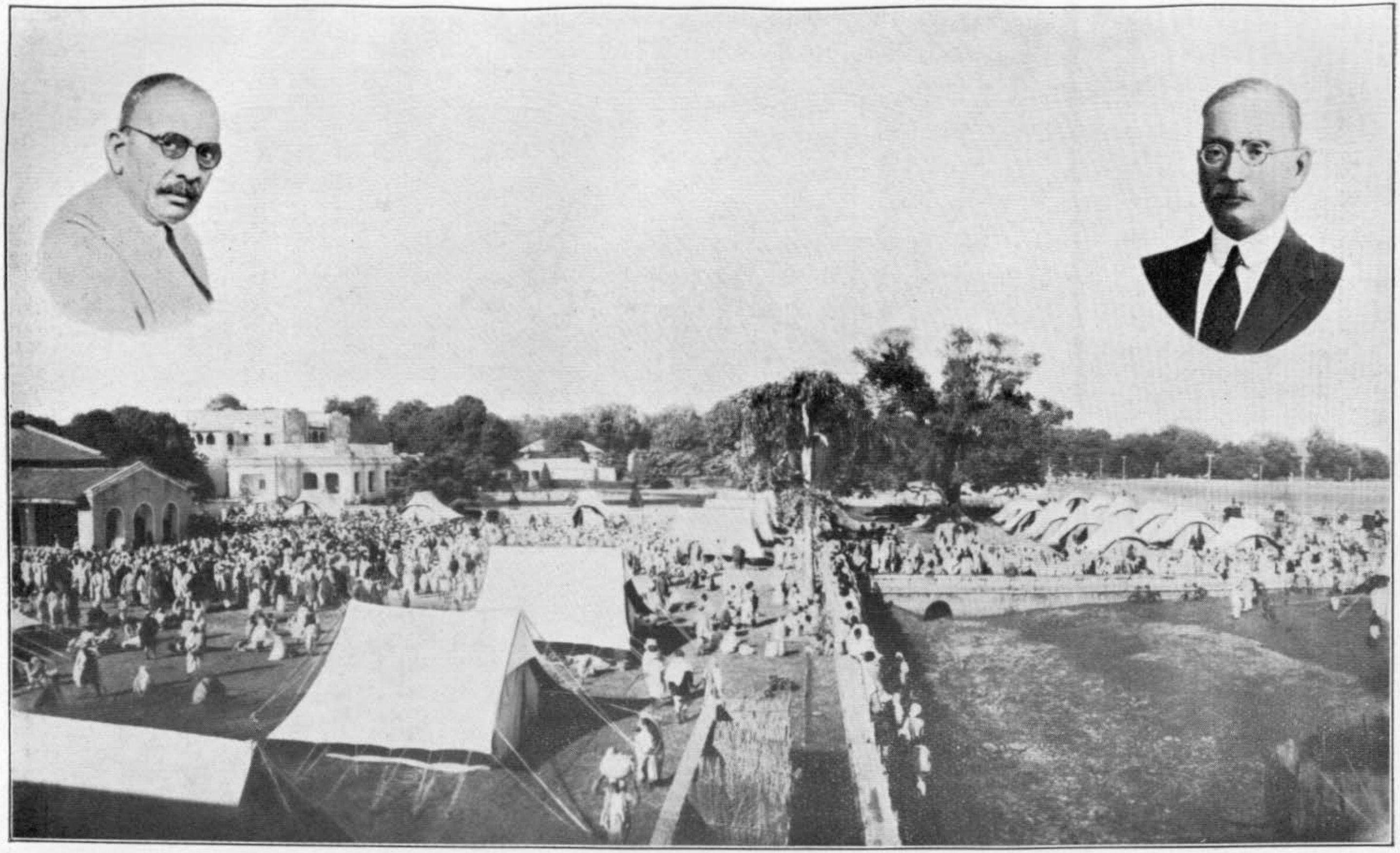
The number of patients treated for venereal diseases declined from 66,258 to 64,592. The number in 1932 was 71,560. Both Government and the Bihar and Orissa Branch of the Red Cross Society give special grants for the treatment of these disorders.

Diseases of the eye.

Affections of the eye are very common in the province especially in the districts of Bihar proper. In the triennium 1932—1934 no less than an aggregate of 1,400,893 eye patients were treated in the various hospitals and dispensaries. Operations for extraction of the lens numbered 3,124 in 1934 against 3,916 in the previous year. In the early cold weather, on the personal invitation of the Hon'ble Mr. Saiyid Abdul Aziz, Minister of Education, Dr. Mathura Das, retired Civil Surgeon of Moga in the Punjab, visited Patna and performed compassionately a large number of cataract operations on patients that flocked to him from town and countryside.

Tuberculosis.

There was a slight decrease in the number of patients treated for tuberculosis in 1934, the number declining from 18,721 in 1933 to 18,383. Unfortunately this is no indication of any improvement in the incidence of the disease. The number treated is only a very small proportion of those suffering from the malady, most of whom never have the opportunity or means of obtaining treatment and eventually die without attention. The tuberculosis problem is another of those numerous problems that the local Government finds so baffling of solution owing to the extremely inadequate financial resources of the province in proportion to its teeming population. Apart from the good work that was done at the Itki Sanatorium, which will be specially mentioned later, the Anti-Tuberculosis Sub-Committee formed in 1932 under the auspices of the Bihar and



Cataract Operation Camp at Patna.

(Inset Left) Dr. Mathura Das of Moga, Punjab.

(Inset Right) Hon'ble Mr. S. A. Aziz, Minister of Education & Development.

Orissa Branch of the Red Cross Society continued to do useful work, and there was a great demand for the pamphlets printed at the Society's expense setting out in simple language the ways and means of fighting the disease. The cause of the campaign against tuberculosis in the province was to be served in the following year by the decision on the 27th March 1936 of the General Committee of the King George V Memorial Fund to devote the bulk of the Fund to that purpose.

Leprosy.

At the end of 1934 there were in the province 6 leper asylums, namely at Gaya, Cuttack, Deoghar, Purulia, Muzaffarpur and Bhagalpur and two leper colonies at Puri and at Saldaha (in the Santal Parganas). There were also 50 leper clinics. There was accommodation for 2,105 lepers in the leper asylums and colonies, but in 1934 the number of resident lepers was 2,198. In addition 2,093 out-patients visited these institutions for treatment. At the clinics, however, there was a spectacular increase in the number of lepers who received treatment, the aggregate rising sharply from 9,772 in 1933 to 21,115 in 1934. The Provincial Committee of the British Empire Leprosy Relief Association, assisted by the local Government and local bodies, did much for the alleviation of leprosy. With their help and the help of private charity, the Missions maintained most of the leper asylums in the province. Of the clinics three were maintained by the Bettiah Wards Estate.

The Inspector-General of Civil Hospitals was of opinion that owing to the widespread incidence of leprosy in the province and the expense and difficulties in providing special clinics, the tendency to treat it in separate institutions was somewhat unfortunate. The popular idea of leprosy, derived from the sight of ostentatious mendicants, as a revolting disease with hideous sores is misleading. Many lepers have so little that is offensive in their appearance that they would not be recognized as lepers by ordinary persons nor even by doctors except under special scrutiny. If, therefore, at every dispensary in the province a small hut or a building was set apart in the dispensary compound for the treatment of lepers, who could attend for treatment at special hours, the disease could be far more effectively tackled than at present, provided the ordinary dispensary doctor, who would treat leprosy like any other disease as a part of his normal duties, had received in the course of his medical education adequate training in leprosy at the Medical College or schools. Of the amount of Rs 182 spent on the relief of leprosy in 1934 Government contributed Rs. 76 and local bodies Rs. 9,680.

Health propaganda and special measures.

The importance of inculcating sound hygienic principles in the minds of the people cannot be over-estimated, and where the vast majority of the people are illiterate and innocent of sanitary ideas, a widespread organization of propaganda officers to educate the people and thus to save them from avoidable infections is no less essential than a widespread organization of physicians to cure them, if they can, after the people have fallen sick. Yet while substantial progress, within the limits of the provincial finances has been made in recent years in the treament of disease, the progress in hygiene has not been marked, only because to make an appreciable impression on the minds of some 38 million people, all of whom are potential carriers of disease and of whom over a million new ones are born every year, is a gigantic task requiring sustained effort. Yet with the meagre revenues at its disposal, far less per head of population than in any other province in India, the local Government encouraged as far as it was able the dissemination of hygienic instruction. The Public Health Bureau continued to issue pamphlets and posters and occasional press articles. Two pamphlets entitled 'Tuberculosis Problem in Bihar and Orissa' and 'Maternity and Infant Welfare', the former financed by the Red Cross Society were particularly helpful. A special health section was organized at the provincial exhibition held at Patna and also at the Daltonganj exhibition. Magic lantern lectures on public health subjects were held at the Bihar and Orissa Co-operative Federation and a fortnight's course of lectures, organized by the Co-operative Department, was given to middle school teachers at Ranchi. The Assistant Directors of Public Health, in the course of their vaccination inspection tours, gave altogether 293 short lectures on sanitation and hygiene against 381 in the preceding year.

The Red Cross Health Museum, inspite of the dislocation caused by the earthquake attracted 105,471 visitors against 130,000 in 1933.

As usual special attention was paid to sanitation and water-supply at the large annual festivals and fairs, the most important of which are the Sonepur Fair in November, the Jagannath Car Festival at Puri in June-July and the *Pitripaksh* fair at Gaya in September-October. At these gatherings tens and hundreds of thousands of illiterate and not very hygienically inclined persons assembled, and it is a tribute to the effectiveness of the special precautions taken by the Public Health Department that very few cases of cholera or other diseases occurred. Here too

lectures and demonstrations were organized. At Sonepur fair, in particular, propaganda lectures illustrated with magic lantern slides on the causation and prevention of infectious diseases were delivered by the officers of the Public Health Department with special emphasis on the dangers of contracting venereal diseases. Nor were the Fair prostitutes, whom the medical officers found to be 276 in number, neglected. As in the previous year, when the special campaign against venereal infections was first launched at the Fair, they were provided with packets of ointments and suitable advice.

Out of 58 municipalities only 8 had whole time health officers. This was still one better than in the previous year. Only 3 of these officers were maintained by municipal funds, the other five belonging to the provincial Public Health cadre. Even municipalities of the size of Muzaffarpur, Arrah, Chapra and Purulia jogged along with sanitary inspectors, while in Bettiah, where plague threatened to become endemic, and in Deoghar, where pilgrims are always flocking, the need of a properly qualified health officer was, if possible, even more urgent. In the rural areas the position was somewhat better as regards health organizations, 9 of the 21 districts being without one. Of the health officers who served the 12 district boards that maintained an adequate health organization, six were Government paid, while the district boards of four others, namely Patna, Cuttack, Puri and Balasore received contributions from Government equivalent to half of their expenditure on health schemes.

It is evident that until all the districts and all the more important municipalities have proper health organizations, able to nip epidemics in the bud, if not to stamp them out entirely, the public health of the province, as a whole, where inter-district communications and contacts are so frequent, must remain indifferent.

School hygiene.

The special staff of 5 School Medical Officers and 5 Assistant School Medical Officers (one each for every division in the province) and a Lady School Medical Officer for girls' schools continued to be maintained. Owing to the earthquake, however, all the school and Assistant School Medical Officers were deputed as an emergency measure to the affected areas for a good part of the year and consequently not much school medical inspection was performed during the year. It is, however, significant that the temporary increase of staff in the earthquake areas coincided with a marked improvement in the public health of those districts as the mortality figures bear out. The five school medical officers, nevertheless, examined

2,287 boys of the High or Middle Schools and found 42 per cent, against 50 per cent in the previous year, victims of some kind of minor ailments. The majority as usual had skin trouble, enlarged glands, or caries teeth. Of 485 girls examined by the Lady School Medical Officer 377 or 77.7 per cent (against 70 per cent in the previous year) were found suffering from some complaint. On re-examination after an interval 367 boys and 94 girls were found to have been cured since their previous examination, the results of which as usual had been communicated to their parents so that the children might be properly treated in the meanwhile. In addition to medical inspections the School Medical Officers delivered, as before, lectures illustrated by lantern slides on hygiene, sanitation and the common epidemic diseases, to the students of the two highest classes in the High English Schools. Although attendance at these lectures is compulsory the attention of the students is apt to be perfunctory since hygiene, albeit of such fundamental importance, is surprisingly enough neither a compulsory nor even an optional subject in the Matriculation Examination. In the course of their inspections the School Medical Officers also endeavour to inculcate the importance of physical culture in the minds of teachers, parents and pupils alike. During the summer vacations the School Medical Officers devote themselves to special propaganda work among the village teachers and sub-inspectors of schools in selected centres.

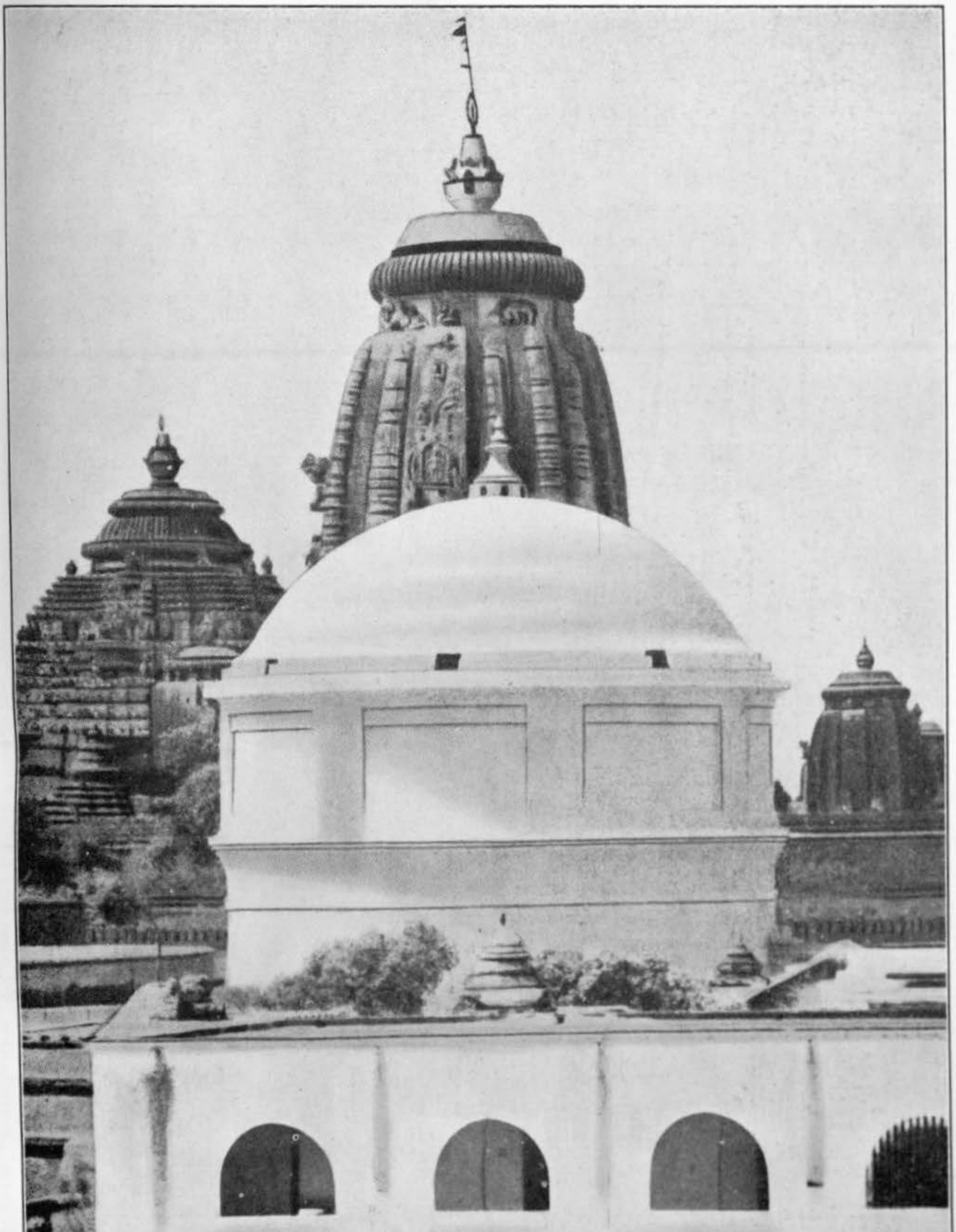
Public Health Laboratory.

During the year 2,058 articles were examined chemically and bacteriologically against 1,612 in the previous year. Of these, 33 samples were received from private individuals or firms for analysis on payment of fees. The examination of samples of food-stuffs continued to reveal widespread adulteration. Of 248 samples of mustard oil 38 per cent were found adulterated or below the standard; of 368 samples of ghee examined 62 per cent were found adulterated or below standard, while of the 24 samples of milk examined almost 90 per cent were found diluted with water.

A number of prosecutions were launched all over the province under the Food Adulteration Act, but there is little hope of any permanent improvement until the people themselves show greater fastidiousness in their consumption of food-stuffs and better organize themselves to expose the naughty trader.

Water-supply and drainage.

The earthquake of January disorganized the normal activities of the Public Health (Engineering) circle which had to be concentrated on duties occasioned by the earthquake and thereby



Water Tower at Puri with the Jaggannath Temple in the back-ground.

delayed the progress of the schemes for the reorganization of the Bhagalpur and Muzaffarpur waterworks. A preliminary scheme for the establishment of a piped water-supply at Chapra at an estimated cost of over Rs. 3 lakhs was prepared in the course of the year. Fair progress was made with the Patna-Bankipore waterworks scheme, and all the six new tube-wells for the extension of the water-supply to Patna City were completed and found satisfactory on test. Good progress was also made with the important waterworks scheme at Puri. In connection with the Jagannath Festival at that town 5 of the 29 important wells used for drinking were fitted with petrol pumps with overhead tanks and taps and 9 with hand-pumps. Of the remainder, 5 were fitted with hand-pumps with overhead tanks and taps and ten with hand-pumps alone. Special attention was also paid to water-supply at other fairs and festivals and small tube-wells with hand-pumps were also installed at Lalganj and Roserah. Work was started on the construction of the sewers in the Patna drainage scheme estimated to cost Rs. 9,17, while certain additions to the Jharia drainage scheme were completed and handed over to the Jharia Mines Board of Health.

Jharia Mines Board of Health.

This Board is responsible for the sanitary arrangements for over half a million people in the important industrial area of Dhanbad outside the Dhanbad municipality. In the course of the year 2 more collieries were connected to the Jharia Water Board mains, bringing the total number of collieries so connected to 175; and notices were served on the 14 remaining collieries to connect up likewise. During the cholera season the Board reserved temporarily 26 tanks for drinking purposes as a precaution against the spread of the disease.

Two rubbish lorries were engaged in scavenging in Jharia town, but in other areas buffalo carts continued to be in use. There were 120 public latrines maintained by the Board. Attempts were made to introduce the experiment of bore hole latrines for the *bustee* area of Jharia town. A new maternity and child welfare centre was opened in Jharia bringing the number under the Board to three. Under the personal supervision of the Board's midwives 41 indigenous midwives received practical training in conducting confinements and 35 tin boxes containing the complete equipment required to conduct a normal delivery were distributed among them. The Board also continued to maintain its three leprosy clinics, one each at Jharia, Katras and Dhanbad, where treatment was given twice a week.

Medical Institutions.

There was a steady increase in the number of hospitals and dispensaries in the province. The number has gone on increasing from 672 in 1931 through 675 and 686 to 690 in 1934. The vast majority of these institutions were maintained from public funds, whether by the local Government or the local bodies. Some were maintained by the railways, some by private organizations aided by public grants, and a limited number entirely from private resources, chiefly those of big landed proprietors. In these institutions no less than 7,029,694 persons were treated in 1934. The number has declined gradually since 1931 when it was over seven and a half millions. As the number of institutions has increased by 18 since 1931, it might be sanguinely imagined that the decrease in the number of patients signified some improvement, even if slight, in the health of the province. But the real reason appears to lie elsewhere, for since 1932 the rules regarding the supply of free medicines were revised and a levy of not exceeding one anna per prescription has been authorised on all but the really indigent. In practice while little has been realized from this imposition, often not exceeding half an anna, it has served to scare away those who used to haunt the dispensaries for little or no cause in order to obtain free medicine. On the other hand occasional complaints have not been wanting against dispensary doctors' charging more than the prescribed fee, in spite of a wide-spread public superstition, prevalent chiefly in rural areas, that unless something is paid, the medicine is not likely to prove very efficacious. That the decrease in the number of out-patients is due to the imposition of a small fee on the well-to-do is borne out by the fact that the in-patients at the various medical institutions, from whom no fees were charged and all of whom were really ill, increased steadily from 65,321 in 1931 through 66,557, and 70,909 to 75,511 in 1934. The total amount of indoor accommodation for these patients in all classes of hospitals increased slightly from 5,808 beds in 1932 to 5,837 beds in 1934, of which 1,939 were for women and girls. During the surgical season (November to January) overcrowding occurs in most of the hospitals at district headquarters due to the large number of cataract and surgical cases generally requiring accommodation. Some relief will be provided by the Darbhanga Medical School Hospital which, reconstructed on a new site after the earthquake, will have 196 beds against 131 beds in the old destroyed hospital.

The amount provided in the Medical budget in 1934-35 was Rs. 26,51 which though a slight increase over the previous year was

still considerably below the amount provided before the retrenchment budget of 1932-33.

Owing to the social habits of the people and the great dearth of qualified lady doctors, women have often to be satisfied with indirect medical treatment. Of the total number of patients treated in the various institutions of the province considerably less than a third are females. There can be little question that it is merely the lack of adequate facilities for separate medical attention for women that prevent the number of female patients from equalling, indeed, with so many complaints peculiar to women, exceeding the number of male patients. Yet, within the limited resources at the disposal of the local Government and with the very limited help forthcoming from the women of the province themselves, appreciable progress has been made in the important matter of medical aid to women. There was no increase in the number of separate hospitals for women, these remaining as before the ones at Patna, Gaya, Ranchi, Monghyr, Bettiah, Bhagalpur, Hazaribagh and Chakradharpur. In addition there were the separate female wards attached to the general hospitals. Moreover, in all district hospitals and in most subdivisional hospitals qualified lady doctors were attached to the staff. In the rural areas, however, chiefly owing to financial difficulties, the standard of medical aid available to women is much below that available to men.

Medical aid for women.

The Provincial Committee of the Lady Dufferin Fund did its best for the relief of suffering womankind within its limited income. In 1934 it gave grants totalling Rs. 17,335 for the maintenance of lady doctors and nurses at various hospitals. The good work done by this Fund has long been recognized by the public and it was a matter of general satisfaction when it became known early in 1935 that His Majesty the King-Emperor had decided to include it among the causes to which his Silver Jubilee Fund would be devoted.

The Bihar and Orissa Maternity and Child Welfare Society was another body, which since its inception in 1928 has done much for the relief of women in the province. In its Maternity and Child Welfare work it had the support of the local Government, the Provincial Branch of the Red Cross Society, some of the local bodies and the missions which devote a good part of their activity to the provision of medical aid for women. There were seven child welfare centres in 1934, three in Patna, and one each at Cuttack, Monghyr, Balasore and Muzaffarpur. For the endowment of the Sifton centre at Patna, Lady Sifton, the President of the Society. started a fund which it was hoped would result in the establishment

of the centre on a sound financial basis. In addition to the seven welfare centres, there were midwifery centres in Patna, Darbhanga, Puri, Sambalpur, Manbhum and Ranchi, while the industrial areas of Jharia (as already indicated) and of Jamshedpur also maintained centres for child welfare work. The staff at these institutions do house visiting in addition to regular attendance at the centres and give women suitable advice in ante- and post-natal cases. More than 80,000 children attended the centres during the year under review, and 306 indigenous midwives were trained in more hygienic methods. The Government Maternity Supervisor at Patna with her staff of midwives and the Maternity Supervisor employed at Cuttack continued to do useful work. To sum up it may be said that, while the pioneer work in the field of maternity and child welfare schemes has been successfully launched, this fundamental branch of social activity, the importance of which is strikingly emphasised by the heavy rate of infant mortality, still commands insufficient support either from the local bodies or from the public as a whole.

Nursing.

The general absence of nurses still remained a remarkable feature of medical relief in the province. Most of the hospitals in the province continued to be without adequate nursing arrangements, and in the absence of qualified nurses patients for the most part had to rest content with the so-called nursing of the ward attendants. It was only at some of the important hospitals at the headquarters of districts especially those at Patna, Cuttack, Ranchi, Darbhanga and also at Bettiah that some arrangement for the proper nursing of patients was possible by the employment of a limited number of nurses both Indian and Anglo-Indian with some European nurses or sisters. The regular examinations held twice a year by the Bihar and Orissa Medical Examination Board to examine candidates for a diploma in nursing attracted a very limited number of applicants. During the triennium, 1932-34, only 19 Anglo-Indian and 13 Indian candidates appeared at the examinations. It is evident that until a great change comes over the social outlook of the people of the province inducing them to regard the profession of nursing with some at least of the esteem that since the days of Florence Nightingale attaches to it in western countries, this essential part of medical relief for the sick must remain lamentably inadequate.

Medical education.

The Prince of Wales College at Patna, opened in 1925, secured recognition from the Indian Medical Council, the supreme medical body in India constituted under the Indian Medical Act of 1933. There has been a great

improvement in the teaching of the diseases of the eye, ear, nose, and throat, with the addition of new appliances, and the efficiency of this department of the College's activities is likely to be enhanced by the creation of a chair of Ophthalmology. The College itself was severely affected by the earthquake, but the damage was repaired within the year. Of 89 valid applications for admission to the college only 37 students were actually admitted. A new feature was introduced during the year, namely the physical examination of new entrants themselves by a medical board, as past experience had shown that several students had broken down in health before the completion of their studies. There were 266 students on the roll of the College at the end of 1934-35. In the course of the year 29 students had left having passed the M.B., B.S. examination, 2 had left to study in Europe and 2 had died. The Darbhanga Medical School and the Cuttack Medical School continued to show progress. A very gratifying characteristic of the medical students in the province was their readiness to render voluntary assistance to the people in distress. The Patna and Darbhanga students had distinguished themselves after the earthquake, while in Cuttack the tradition was maintained in face of the severe distress occasioned by the cholera epidemic.

Mental Hospitals.

From the European Mental Hospital at Kanke (Ranchi) Lt.-Col. O. A. R. Berkeley Hill, I.M.S., retired, in October 1934, after a long association with that institution as Medical Superintendent. He was succeeded by Major M. Taylor, M.D., I.M.S. The hospital continued to receive European and American mental defectives from the provinces, not only of Bihar and Orissa, but also of Bengal, the United Provinces, the Punjab, the Central Provinces, Berar, Assam and British Baluchistan. The reputation of this hospital is world-wide, and the latest methods of treatment and the most skilled nursing is afforded to the poorest patients. The hospital had accommodation for 218 patients but in the opinion of the new Medical Superintendent this could, without loss of efficiency or danger of over-crowding, be increased to 296. Actually on an average 200 patients were in residence in 1934. The neighbouring Indian Mental Hospital at Kanke (the largest in India) continued to have accommodation for 1,014 males and 272 females with 50 emergency beds for males which were always in demand. There was, however, no over-crowding in the female section. On an average 1,287 patients were in residence in 1934. The death rate at this institution continued to be the lowest of any mental hospital in India although one patient suddenly decided to commit suicide

after taking part in a theatrical performance upon which his joviality had been conspicuous. As this patient, unlike 82 other known potential suicides who had remained safe in spite of repeated attempts at self-destruction, had previously betrayed no suicidal instincts whatever, the difficulty in dealing with the obscure sudden impulses of mental patients was once more forcibly demonstrated. The percentage of cures continued to improve.

Much thought and care were devoted to the entertainment of the inmates of the Mental Hospitals. There were sports and varied amusements, bands and games, cinemas and feasts, motor-drives and theatricals, shopping expeditions at Ranchi, which were immensely enjoyed, and the perusal of journals and magazines including the *Statesman*, the *Amrita Bazar Patrika*, the *Illustrated Times of India* and the *Searchlight*. The vegetable garden at the Indian Mental Hospital continued to maintain its high reputation. Run entirely by the labour of the inmates, it provided daily employment to an average of 250 patients and the total value of the produce was estimated at about Rs. 25,000.

Itki Sanatorium.

The popularity of this institution, situated in the wide, undulating country-side of the Ranchi uplands, continued to increase, and in spite of the extensions added during the year under review which now provided for the accommodation of 66 patients altogether, the accommodation remained quite inadequate to cope with the demands for admission. Of 158 applicants for admission in 1934 only 64 could be admitted. In order better to meet these demands on the institution a scheme was approved by Government whereby the district boards and municipalities of the province were invited to make contributions to build wards in the sanatorium grounds to be named after the contributing body, persons in whose jurisdiction would have prior claim to accommodation. All other expenditure whether recurring or non-recurring was to be borne by Government who would remain exclusively responsible for the institution, including the maintenance of the new buildings. Several local bodies responded to the invitation, and the construction of a number of additional wards on the basis of this scheme was to be taken in hand in the following year.

The Radium Institute.

This institute at Patna, the only one of its kind in India, also continued to increase in popularity. The number of patients rose from 654 in 1931 to 804 in 1934. The slight decrease in 1934 as compared with the previous year, when there were 838 patients, was attributed to the

earthquake and the alarmist reports of complete destruction that kept many persons from other parts of India from coming to Patna for treatment for some time. Of these cases of cancer 109 became clinically free from all signs and symptoms of the disease, 26 were cured and 293 showed improvement. On the other hand, 25 patients died against 18 in 1933 and 13 in 1932. The increase in mortality was reported to be due to the sending up of more advanced cases of the disease to Patna, local treatment being possible for the early cases in some parts of India where smaller quantities of radium are now available.

The Pasteur Institute.

The Pasteur Institute at Patna and the anti-rabic centre at Cuttack showed an increasing output of work. In 1932 the number of persons treated at Patna was 4,112 and at Cuttack 366, in 1933 at Patna 4,921 and at Cuttack 386 and in 1934 at Patna 5,519 and at Cuttack 391. Of these the number of indigent patients in 1934 was 2,955 at Patna and 229 at Cuttack. On payment of certain prescribed fees vaccine was supplied from the Patna Institute on the requisition of Civil Surgeons for residents outside Patna, and also for the inoculation of domestic animals. With effect from the 1st July 1934 the Railway Board, for financial reasons, withdrew the concession of free third class travel to patients and the extra burden had to be borne by the local Government and the local bodies concerned. The question of the decentralization of anti-rabic treatment in the province by opening suitable centres at certain district headquarters was taken up and it was hoped shortly to make pasteur treatment of dog-bite cases available at the headquarters of several districts throughout the province.

CHAPTER VII.

Maintenance of peace, Administration of Justice and Jails.

The Police.

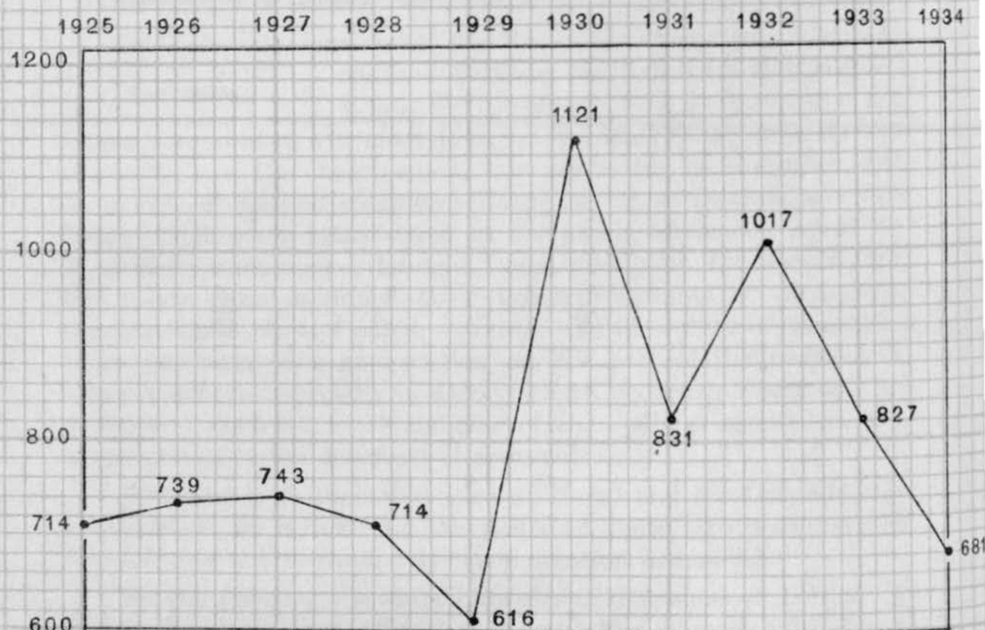
The year was remarkable for the steady improvement in the relations between the police and the people. While the absence of civil commotion no longer necessitated a conflict between political champions, on the one hand, and the champions of law and order, on the other, the occurrence of natural calamities, such as the earthquake and the floods, which put a heavy strain on the police, foremost everywhere in rendering assistance, brought home vividly to the people that the police were as much their devoted servants as any other organization or class of public servants. In the sphere of crime also there was increasing co-operation on the part of the people and many instances, especially in dacoity cases, occurred, where prompt assistance rendered by members of the public resulted in the apprehension or the detection of criminals.

Relations with the authorities of Nepal and the Orissa States continued to be cordial and the police of those territories assisted the police of the province whenever occasion demanded.

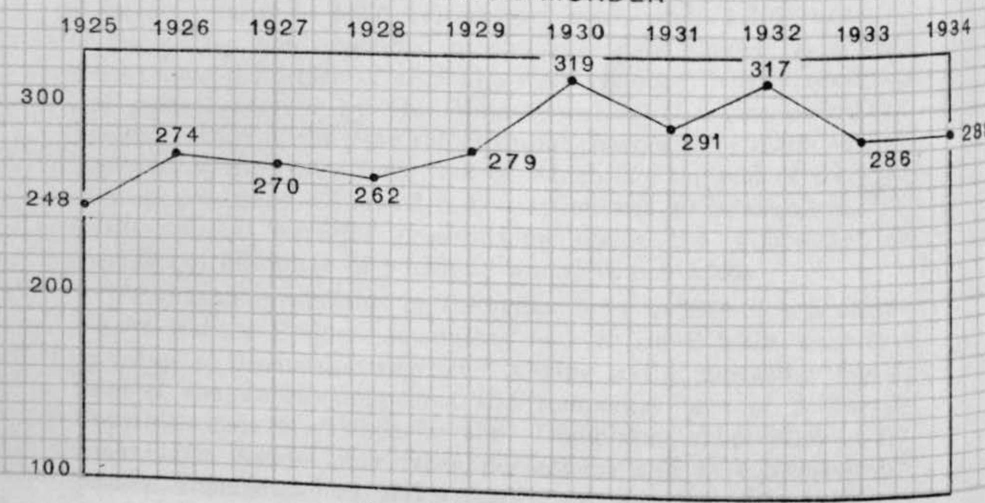
Several policemen sustained injuries in the course of their duties during the year, from officers and constables injured while controlling riotous mobs to a constable in Ranchi who intervened in a quarrel and was bitten by a man. A sum of over Rs. 29,000 was spent in rewards to 4,807 officers and men, while 1,605 members of the public were rewarded in the aggregate almost Rs. 9,000. Twenty-two policemen of all ranks were honoured with decorations and titles conferred by His Majesty or by His Excellency the Viceroy. During the year 155 criminal charges were made against members of the police force, out of which, by the end of the year 66 were dismissed, 28 ended in conviction and 10 in acquittal. In addition there were 20 prosecutions under the Police Act for breaches of discipline of which 18 ended in conviction.

The total expenditure on the police force in 1934-35 was almost Rs. 84 lakhs. Projects amounting to over Rs. 6 lakhs were held up owing to financial stringency. Owing to the increasing importance of the Jamshedpur area the temporary post of Additional Superintendent of Police for the Dhalbhum subdivision of the Singhbhum district was made permanent and in consequence a post of Superintendent and a feeder appointment of an Assistant

TRUE RIOTS

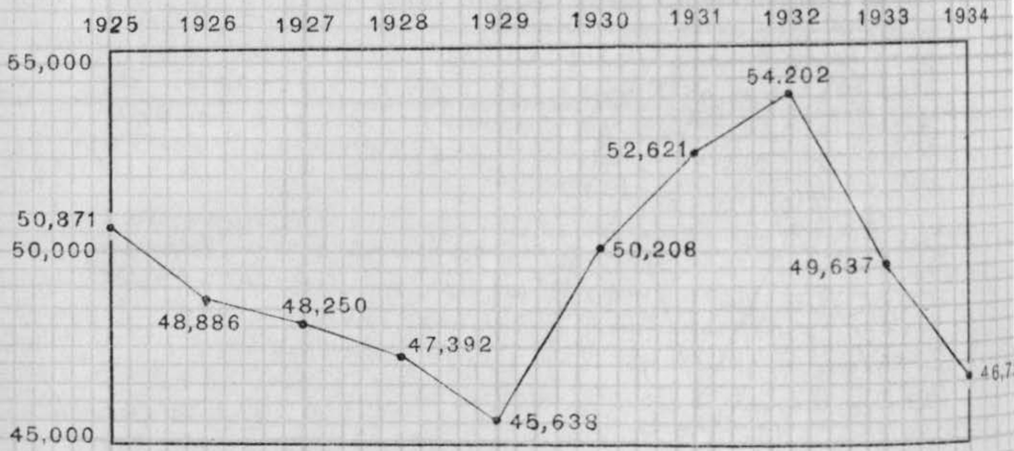


TRUE MURDER

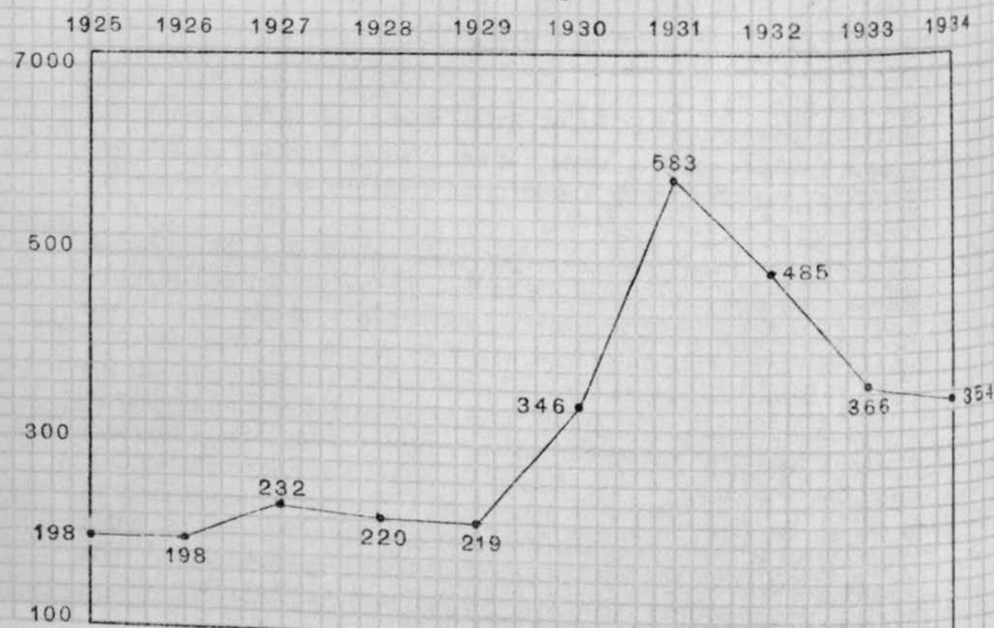


Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh. Patn

TRUE COGNIZABLE CRIME



TRUE DACOITY



Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, P

Superintendent was added to the cadre of the Indian Police in the province with effect from the 1st May 1934. The temporary post of an Additional Deputy Superintendent for the Criminal Investigation Department was likewise made permanent, with effect from the 1st March 1934, and 10 constables and 4 assistants were added to the Special Branch. On the other hand, four police-stations in the district of Hazaribagh, namely, Tandwa, Barakatha, Gidhaur, and Lawalong were abolished and their respective areas added to the police-stations of Barkagaon, Barhi, Itkhori and Semaria. The previous abolition of two police-stations in Patna as a measure of retrenchment was followed by an increase in crime and the question of their restoration was examined.

The Military Police had a fairly quiet year but a detachment of the Bhagalpur Company had to be deputed for the *Moharram* to Purnea where communal relations were very bitter and a detachment of the Gurkha Military Police had to be sent to Giridih in connection with the East Indian Railway Colliery strike.

The services of the police were occasionally requisitioned on payment by private bodies or individuals. Thus 80 constables were supplied to the temple authorities for maintaining order during the festivals at Puri and Bhubaneshwar.

There was some improvement in the education of constables. The majority among them can now read and write in their own language and many are also able to read and write English numbers and characters. Of 536 new men recruited during the year 21 or about 4 per cent only were illiterate. On the other hand, there does not appear to have been any Master of Arts among the constables, as in a neighbouring province. Training in first-aid, however, was given and of 501 men so trained at the Constables' Training School 402 qualified.

Although there was no great improvement as a whole in the standard of the rural police, instances, where the human material was good, of smart and even heroic action were not wanting. Thus in Darbhanga a *chawkidar* arrested on suspicion the informant of a murder whom later investigation confirmed as the murderer; in the Santal Parganas a *chawkidar* tracked a thief by his foot-prints, arrested him and recovered stolen property from his possession, while in Manbhum, in an attempt to arrest dacoits single-handed, a *chawkidar* valiantly met his death. Rewards amounting to almost Rs. 63,000 were distributed among the rural police, while almost a third of the rural police force received punishments. The number of *chawkidars* dismissed during the year was 879.

Revolutionary activity.

There was happily an almost entire absence of terrorist crimes during the period under review, the only outrage being a futile attempt to intimidate a police-officer by placing near his quarters a crude bomb which injured an innocent child who happened to come across it. The almost complete absence of overt terrorist activity was due to the cessation of political excitement, to the growing public dislike of terrorist methods that had not recoiled from making even Mr. Gandhi a target, and to the effective though sparing use of the Bihar and Orissa Public Safety Act. Internment orders under the Act were passed against six persons, and externment orders against five. One terrorist, who had been sentenced to seven years' rigorous imprisonment for attempting to assassinate a Special Branch Police Officer at Madhubani had his sentence, on appeal, enhanced by the High Court to transportation for life.

Crime.

The decrease in crime that had set in after the collapse of the civil disobedience movement in 1932 was maintained during the year under review, although except in the case of thefts the low level of 1929 had not been reached. The number of reported true cases of theft strangely enough was less even in the worst years of civil disobedience than in 1929 or even in 1934 when it rose to 12,047 against 11,697 in the previous year, and 12,638 in 1929. The accompanying diagrams will show at a glance the statistical position of some important heads of crime in the province in the previous decade. True cognizable crime decreased again from 49,637 in 1933 to 46,738 in 1934, thus falling below the figure for any year in the previous ten years with the exception of 1929. There was a further slight decrease in true cases of burglary (15,208 against 15,573) and dacoity (354 against 366) a very slight increase in murder (288 against 286) an appreciable increase in theft detailed above and a sharp decline in true riot cases (681 against 827). In view of the fact that the population in the province has been steadily increasing the crime position of cognizable cases was even more favourable than a mere comparison of the absolute crime figures indicates. On the other hand, there was an increase in non-cognizable crime. This class of crime increased from 67,905 in 1933 to 72,926 which was well above the average of 71,732 for the quinquennium 1928-32. The increase in the number of recorded non-cognizable offences, does not necessarily furnish cause for alarm, and may even be a tribute to more stringent action on the part of the police against the class of respectable offender represented by the meandering motorist or the persistent processionist.

The value of property stolen during the year was, of course very roughly, estimated at a little over Rs. 15 lakhs against over Rs. 18 lakhs in 1933; while stolen property recovered was similarly estimated at over a lakh and a half of rupees in 1934 against a little less than that amount in the previous year. In 424 or 2.7 per cent cases of burglary investigation was refused by the police, while for theft the number was 1.220 and the percentage almost 11. In only 132 cases was enquiry ordered by the court after police refusal to investigate. and of these the number of cases ending in conviction was six.

Riots.

Although there was a satisfactory reduction in the number of riots, serious collisions of opposing sections of the populace or resulting from defiance of the law were not wanting. In the chapter on general events some account has already been given of the more important of these incidents. It will, therefore, be enough to mention here a communal riot of the 2nd April 1934 over the slaughter of buffaloes in the Bikram police-station of the Patna district resulting in the death of 3 Moslems and the subsequent transportation for life of 22 Hindus, a riot in Puri where the police trying to stop a clash were attacked by a mob of a few hundreds, and an excise raid in Ranchi in which some of the policemen engaged were assaulted and confined by villagers.

Offences against currency.

Cases of detected note forgery fell to 29, the lowest figure for a decade. Unfortunately, however, there were no convictions to deter this class of offender. On the other hand, of 22 true cases of coining, 18 ended in conviction.

Murder.

Of the 288 true cases of murder reported, 127 cases against 279 persons were tried, of which 57 (45 per cent of the cases tried) involving 89 persons (32 per cent of those charged) ended in conviction. Ranchi district with its somewhat irrepressible aboriginal population continued to be the most murderous. Belief in witch-craft, widely prevalent, chiefly among the aboriginal classes, was the cause of 14 murders; gain of 32, while one was a human sacrifice. The aberrations of love were responsible for at least a quarter of the 288 tragedies. Some of the more remarkable cases of murder may be individually mentioned. In the Santal Parganas a police informer was killed by the member of a dacoit gang, four of whom were eventually hanged. In Purnea a wife administered arsenic to her husband, while in Puri a father threw his 14 months' old child into boiling

water. In Sambalpur a villager sacrificed a child to his household deity in the belief that he would find hidden treasure. He was sentenced to death. In Ranchi professional jealousy led a village quack to murder a rival, who had successfully treated a patient whom he himself had failed to cure. In Jamshedpur the manager of a liquor shop was murdered by a dismissed employee and a Moslem pound-keeper killed by a Hindu who accused him of starving the impounded cattle. In the same place a burglar on detection killed one of the inmates of the house, while a similar motive caused a gang of burglars to murder their victim in Patna. Human passions were exhibited in their most sordid aspect in Purnea and Sambalpur, where in two cases several miscreants crowned repeated rape with murder. There were 163 true cases of culpable homicide not amounting to murder. This was ten less than in the previous year.

Dacoity.

The improvement in the dacoity position was very gratifying and was due chiefly to the activities of the special dacoity force in Bhagalpur and Purnea and the successful prosecution of gang cases in Hazaribagh and Dhanbad. The number of true cases of dacoity during the year which totalled 354 compared very favourably with the triennial average of 478, and although there was reason to believe that cases of dacoity had not been as freely reported in Saran as in other districts, any suppression in Saran cannot materially have affected the dacoity position for the province as a whole. The percentage of dacoity cases brought to trial fell from 38.5 to 35 and that of successful prosecutions from 73 to 61. The percentage, however, of persons charged with the offence who were convicted remained unchanged at 55.

A gratifying feature was the increasing resistance of the people to dacoits. Although almost in every case the dacoits armed themselves with deadly weapons, indeed in seven instances they were armed with guns, villagers offered resistance in 36 cases. In Champaran, Saran, Gaya and Manbhum the resistance of the villagers resulted in the death of one of the dacoits in each of these districts. In the Santal Parganas the capture of a wounded dacoit led to the disclosure of a large gang under the leadership of a landholder of Bengal, while the capture by villagers of several dacoits in Gaya led to the exposure of another gang responsible for many dacoities in the Patna and Gaya districts.

There were numerous cases of smart and courageous action by the police, including the rural police, in tackling dacoits. In addition to the heroic *chawkidar* of Manbhum already mentioned, a *chawkidar* in Champaran was fatally speared while resisting

dacoits, while a *chawkidar* in Saran was wounded. In Saran and Champaran the police acting on information surprised gangs of dacoits in the act of committing dacoity. In one case in Saran four men were captured and in another case seven, while in Champaran the police party led by the Superintendent of Police opened fire on the dacoits and captured six miscreants, one of whom succumbed to his wounds. In Darbhanga also the police captured a dacoit on the spot and another the next morning. The dacoits operating in the province often added guile to violence. In a Gaya case the culprits, in the guise of Excise Officers, effected their entrance into a house on the pretext of searching for illicit liquor, and in a Patna case a gang entered the shop of a cloth merchant, posing as customers, and ended up by strangling their unfortunate victim.

Robbery and burglary.

The number of true cases of robbery rose from 168 to 207. The increase occurred chiefly in the Patna Division. These cases included 43 cases of highway robbery and one mail robbery. Fifty per cent of the cases reported were brought to trial and of this number 81 per cent including the instance of mail robbery, ended in conviction against the same percentage in 1933. The fall in the number of burglary cases to 15,208 the lowest figure recorded since 1929 is attributed to better detection, successful bad livelihood cases against suspected criminals and more effective surveillance. Public resentment at crimes against property was typified by a Muzaffarpur case where a burglar was beaten to death by indignant villagers. The incidence of burglary per ten thousand of the population was four. Owing to the peculiar difficulties that operate against detection in burglary cases only 8.6 per cent of the number of burglary cases reported could be sent up for trial. These resulted in the conviction of 1,589 burglars. In three cases of Singhbhum district, footprints helped to secure conviction.

Theft.

The slight increase in the number of ordinary theft cases, excluding cattle theft, bringing the total to 11,525 was due chiefly to appreciable increases in Purnea, Champaran, Cuttack and Balasore, attributable partly to natural calamities and economic distress, particularly in the Orissa districts which had been devastated by serious floods in the previous year. Of the cases of ordinary theft 3,378 or between a quarter and a third were brought to trial involving 10,477 persons. Of the cases brought to trial 93.4 per cent ended in conviction against 91.5 per cent in the previous year. On the other hand, the percentage of persons convicted fell from 49.2 per cent in

1933 to 47.2 per cent. In six cases revolvers or pistols were stolen. There were 522 cases of cattle theft. Of these 334 cases were brought to trial, 93 per cent of which ended in conviction. The '*Panha*' system of holding cattle to ransom is still prevalent chiefly in Shahabad and Champaran. In Champaran one such case ended in conviction.

Other Crimes.

There were 271 true cases of arson of which 47 were brought to trial and 23 ended in conviction. True cases of mischief to animals numbered 152, of which 69 were sent up for trial and 49 ended in the conviction of 75 persons. There were two instances of cattle poisoning and 15 reported cases of the inhuman practice of flaying goats alive. The backwardness of public opinion in this matter is illustrated by the fact that of these 15 cases only one could be brought to trial and conviction.

There were reported 629 true cases of cheating. A favourite method adopted by swindlers was the bogus agent. In Champaran several swindles were prepetrated by two persons posing as the agents of the Chairman of the District Board, while in Bhagalpur a notorious criminal attempted to obtain money from the Earthquake Relief Fund by altering an order of the District Magistrate. An amusing case, by no means unique in a land where women go heavily covered if not actually veiled, occurred in Saran where an old widower, having at midnight purchased what he had hoped was a charming bride, discovered her in the light of morning to be a boy.

The Railways.

On the railways true cognizable cases decreased from 1,999 to 1,753. On the other hand the number of deaths due to railway accidents increased from 421 to 456. There were 52 cases of obstruction. These included a number of cases of cutting of railway embankments by flood-stricken villagers. There was only one serious attempt at derailment. This occurred on the East Indian Main Line just west of Buxar.

Fatalities.

There were 1,487 cases of suicide against 1,441 in 1933. On the railway lines 103 cases of suicide occurred. Of the suicides 473 only were men while 1,014 were women and children. The climate of Orissa apparently had a baneful effect on the human mind, for almost half the total number of suicides in the province occurred in the three coastal districts of Cuttack, Balasore and Puri, Cuttack alone being responsible for 464 tragedies. There were 21,612 deaths reported as accidents of which 30 were later proved to be murders. In 5,923

cases the victims were drowned in wells, so that wells in India would seem to be almost as dangerous as motor cars in England. Action under the law to have the wells fenced was taken in 1,068 cases. Snake bite was responsible for 5,866 fatalities and wild beasts for 488.

False cases.

The number of maliciously false cases instituted by various persons rose from 1,393 to 1,478. The prosecution of the false complainant was ordered in only 389 cases, of which 154 ended in conviction. In the districts of Purnea, Shahabad and Monghyr, where false cases were particularly numerous, the percentage of convictions was most disappointing being 5.2, 3.1 and 3.3, respectively. It is significant that in those districts where false complainants were more successfully brought to book the number of maliciously false cases was fewer.

Absconders.

There were 909 absconders from justice on the 1st January 1935 against 938 a year before. Most of these cases occurred in the border districts. In the matter of the arrest of absconders Manbhum and Champaran showed good results, while Puri and Ranchi were disappointing.

Surveillance.

On the 1st January 1935 there were 20,407 persons on the police surveillance list. Of these 3,393 were in jail, 1,718 were untraced, and 15,296 or an average of some 29 persons per police-station were under actual surveillance. The system of deputing constables regularly to familiarize themselves with the features of bad characters in the jurisdiction of their own and neighbouring police-stations continued to show good results, 29 arrests being due directly to the recognition of bad characters by constables. There was a slight decrease in the number of arrests by picketting parties from 589 to 562. Of the persons arrested 412 were convicted and 25 remained under trial at the close of the year. Almost three thousand officers and men of the police force were employed on town patrol duty. There was, however, a slight increase in the number of burglaries committed in towns. 477 persons were rounded up by town patrols, of whom 261 were convicted. The work of the town patrols was somewhat hampered by the inadequacy of the street lighting in the towns, for although the number of street lamps was reported to be 973 more than in the previous year, the aggregate for all the towns of the province was only 17,300. In addition to the regular patrols on the Nepal frontier, the rural police and constables patrolled important roads in most of the districts in the province.

The number of history sheets of criminals maintained by the Intelligence Bureau declined from 4,510 to 4,376. On the 1st January 1935 there were 6,899 registered members of the criminal tribes against 5,996. The increase was due to the addition of some further gangs and communities to the list of criminal tribes. On the other hand, the names of 645 members were removed from the register. The number of registered members convicted was 292 under the Criminal Tribes Act and 148 under the Penal or Criminal Procedure Code. The working of the Criminal Tribes Act was investigated by Inspectors of the department in a number of districts.

Criminal Investigation Department.

The number of questioned documents received for examination declined from 107 to 89. The photographic section recorded the photographs of 244 prisoners, 474 manuscripts and 1,576 finger prints, in addition to other miscellaneous work. The Finger Print Bureau examined 5,320 slips and 1,041 malefactors were identified. Over 8,000 new slips were placed on record, while over 1,400 were eliminated raising the total on record to 204,229. Experts from the Finger Print Bureau gave evidence in 431 cases including 393 private cases and furnished opinions in 1,348 cases including 1,293 private cases. The fees received amounted to almost Rs. 29,000 which was well over the approximate annual cost of the Bureau, namely Rs. 26,000.

Motor vehicles.

The motor tax, leviable on all motor vehicles registered in the province, was assessed on 7,747 vehicles against 7,369 in the previous year. There was a similar increase in the number of vehicles licensed to ply for hire which rose from 1,389 to 1,451. There was unfortunately also an increase in the number of deaths caused in motor accidents, 83 persons succumbing against 48 in the previous year. The number may seem insignificant in a province with a population of some 38 millions, but, looked at in another way, the mortality caused by motor vehicles in the province is, in proportion to the number of motor vehicles, the highest in India, and worse even than in England.

Criminal Justice.

For the trial of sessions cases in the province the staff continued to consist of twelve Sessions Judges and three peripatetic Additional Sessions Judges. In addition temporary Additional Sessions Judges were also employed to dispose of accumulated work. Other offences were tried by Assistant Sessions Judges and a magisterial staff which on the 1st January 1935 consisted of 356 stipendiary

and 148 honorary magistrates, a decrease of eight and an increase of seven respectively against the previous year's number. The maximum number of twelve Assistant Sessions Judges continued to be employed. It must, of course, be remembered that Sessions, Additional Sessions and Assistant Sessions Judges devoted only part of their time to criminal justice dispensing civil justice during the remainder.

During the year 103,504 criminal offences were reported against 101,075 in the previous year. Of the 103,504 offences 61,858 were offences under the Indian Penal Code, while the remainder were offences under special and local laws. The highest increase occurred in the districts of Gaya, Singhbhum and Puri. In Gaya the increase was mainly due to more prosecutions under the Municipal Act. In Singhbhum the increase is partly attributed to the failure of the paddy crop resulting in a stimulus to petty thefts, while on the contrary good crops with more ready money for petty litigation are one of the reasons given for the increase in Puri. The largest decrease in the number of reported offences occurred in Hazaribagh where petty complaints were briskly dismissed and in Muzaffarpur where the people were said to be too preoccupied after the earthquake to quarrel as freely as usual. Dismissed complaints and false cases together constituted, as in the previous year, over 18 per cent of the total number of cases reported.

Magisterial Courts.

The number of cases disposed of by Magistrates was 71,268 or slightly more than in the previous year. The continued increase in the number of cases tried by Magistrates specially empowered under section 30 of the Criminal Procedure Code from 142 in 1931 through 201 and 242 to 265 in 1934 afforded considerable relief to Sessions and Assistant Sessions Judges employed in non-regulated districts, thus enabling them to deal with other important work that was in danger of being crowded out.

Of the cases disposed of during the year by Magistrates, 801 were committals or references to the Court of Sessions, and the remainder were finally tried by Magistrates. In these magisterial trials 123,930 persons were accused against 124,584 in the previous year. Of the number accused 48.1 per cent were convicted against 49.7 per cent in the previous year. The remainder, namely, 51.9 per cent were acquitted or discharged. Of the 64,365 persons acquitted or discharged the cases of well over half were compromised, withdrawn by the complainant or dismissed for default of prosecution. Darbhanga district showed the largest number of

cases of this class. If the acquittals and discharges in the above classes of cases be excluded the percentage of conviction in cases actually decided on the merits becomes 66.8 per cent. Of the persons tried for offences under the Indian Penal Code 25,530 or almost a third were convicted while 52,942 or 67.5 per cent were acquitted or discharged. If the cases of 27,849 persons which were compounded, withdrawn or dismissed for default, be excluded, then the percentage of convictions of cases decided on the merits was 50.4 per cent against 49.8 per cent in the previous year. Of the persons convicted 2,109 persons were sentenced after a summary trial. Fewer sentences were awarded during the year. Those sentenced to rigorous imprisonment, excluding 646 persons imprisoned in default of furnishing security for good behaviour, numbered 11,927 against 16,687 in the previous year. The number sentenced to simple imprisonment was 525 against 626. In addition 46,551 persons were sentenced to fines aggregating over rupees five lakhs and three quarters, against about Rs. 7 lakhs in the previous year. Of this, only a little over rupees three and a half lakh against just over rupees four lakhs in the previous year were realized. The economic depression was undoubtedly responsible for the heavy balances that remained unrealized. Out of the fines realized a total sum of Rs. 55,183 was paid as compensation to the injured complainants. The number of persons (males only) sentenced to whipping was 152 (ten of whom had to suffer other punishment as well). The number of persons awarded whipping was 214 in the previous year. Courts are naturally reluctant to impose sentences of whipping except for very special reasons. Terms of solitary confinement were awarded to 9 persons sentenced to rigorous imprisonment against 6 in the previous year, while sixteen youthful offenders against 11 were sentenced to detention in the Reformatory School at Hazaribagh. False complainants had to pay compensation under section 250 of the Code of Criminal Procedure to the accused persons they harassed in 184 cases against 238 in the previous year. In the opinion of the High Court insufficient use was made of this salutary provision of the law. Suits for maintenance against husbands or natural fathers were brought in respect of 474 men, and 113 of them were ordered to give maintenance.

There was a continued decline in the number of witnesses examined in the magisterial courts. The number fell from 208,230 in 1932 through 204,663 to 197,297. Witnesses summoned but discharged without examination numbered 59,750 or almost a quarter of those in attendance. Although there was a decrease in the number of witnesses in attendance the amount paid by the

courts to witnesses for expenses rose from Rs. 1,27 to Rs.1,39. Of the witnesses in attendance 63.4 per cent were discharged on the first day, 29.2 per cent on the second day, 6.4 per cent on the third day and one per cent after the third day. The High Court observed with regret that its repeated comments regarding the number of witnesses detained after the second or third day had remained infructuous—(the percentage detained after the second day in 1933 was somewhat less at 6.5).

Courts of Sessions.

The number of cases tried in the Courts of Sessions was 745, a further decline of 51 against the previous year. In Purnea district, however, a larger number of cases were committed to the Court of Sessions than in the previous 20 years, while in Patna and Saran there was a similar increase, due in Patna to the large number of references made to the Sessions Judge, and in Saran to the increase in dacoity, perjury and forgery. Of the 745 cases, 434 were tried by Sessions or Additional Sessions Judges and 311 by Assistant Sessions Judges. The cases of 2,485 persons were decided in the course of the year. Of the persons tried 1,326 persons were convicted, 1,020 acquitted or discharged, while the cases of 139 persons were referred to the High Court either because of disagreement between judge and jury, or for the confirmation of the death sentence. Of the punishments inflicted on those convicted by Courts of Sessions, 58 were sentences of death against 67 in the previous year, 85 of transportation for life against 114 and ten of whipping in addition to other punishment. The remainder were sentences of rigorous imprisonment or transportation for a term of years, or fine. There was one sentence of simple imprisonment, and 24 sentences of solitary confinement. The fines imposed, almost in all cases in addition to other punishment, totalled Rs. 22,395 of which only a sum of Rs. 5,478 was realized. This was, however, better than the previous year's figures when out of a total sum of Rs. 58,061 imposed only Rs. 4,050 could be realized. Of the fines realized in 1934 a sum of Rs. 1,265 was awarded as compensation to complainants. Opinion was divided regarding the experiment introduced in Purnea district of sentencing persons convicted of dacoity to whipping in conjunction with short terms of imprisonment instead of to long terms of imprisonment. While the Sessions Judge reported against the continuance of the experiment, the executive officers were of the view that sufficient time had not yet elapsed to guage its effect.

Jury trials.

There was no modification in the system of trial by jury, which continued to prevail in ten districts for various offences. The number of persons tried by jury was 826, and the verdict of the jury was accepted by

the Judge in respect of 738 persons. The cases of the remaining 88 were referred to the High Court by the emphatically dissentient Judge. There is a divergence of opinion regarding the success of the jury system in the province. A view widely shared was expressed by an experienced Sessions Judge who wrote "In the majority of cases, however, the jurymen do not follow evidence and betray a lamentable lack of perception. Generally their verdict is perverse and sometimes inconsistent also. The result of the jury trials in this district is far from satisfactory." The district in question passes for the most enlightened in the province. A better indication of the number of times the presiding Judge really disagreed with the opinion of the class of persons who sit as jurors is provided by the statistics regarding cases tried with the aid of assessors (the same persons may sit as jurors or as assessors according to the offence which is being tried). In jury trials, the majority verdict of the jury is binding on the Judge, unless he is clearly of opinion that the interests of justice demand from him the expression of a dissentient view followed by a reference to the High Court, which then decides between judge and jury. In trials with the aid of assessors, the verdict of the assessors, even if unanimous, is not binding on the Judge, who is completely free to deal with the accused, as he considers just. In the cases of 1,459 persons tried with the aid of assessors the Judge agreed with the opinion of the assessors in the cases of 759. In the cases of 487 persons he differed from the opinion of one or more but not from the opinion of all, and in the cases of 213 persons he differed from their unanimous opinion. The figures for the previous year show much the same proportion.

Witnesses.

Of 15,946 witnesses in attendance before the Sessions Courts 12,322 were examined and the remainder discharged without examination. The number of witnesses discharged on the first day was 10,635, or 66.7 per cent of the total number in attendance, 3,309 or 20.8 per cent on the second day, 1,175 or 7.3 per cent in the third day and 827 or 5.2 per cent after the third day. This was some improvement over the previous year's figures. The amount paid to Sessions Court witnesses for expenses was Rs. 38,784 as compared with Rs. 37,528 in the previous years. The number of witnesses, however, in 1933 was greater, being 16,849.

Appeals.

The High Court decided 374 criminal appeals in the course of the year. Twelve of the 356 appeals preferred were by the Local Government against orders of acquittal. Out of the 374 appeals decided the orders

of the lower courts were upheld in 267 cases, reversed in 42 and modified in 55. In 4 cases a fresh trial was ordered and in 6 cases the sentence was enhanced. Of the persons convicted in these 374 cases the appeals of 479 were summarily dismissed; in admitted appeals the sentences on 281 appellants were confirmed, on 63 reduced or altered, on 139 annulled and on 16 enhanced. In respect of 16 appellants a new trial was ordered. The percentage of appellants who were entirely unsuccessful before the High Court was 78.1 against 79.5 in the previous year. The courts of Sessions decided 2,908 appeals against 3,332 in 1933. Of the 5,577 appellants concerned in the 2,908 appeals, 3,375 or 60.5 per cent were completely unsuccessful. The appeals of 1,392 or 25 per cent were summarily dismissed; 898 persons obtained a reduction or alteration of sentence while 1,210 were acquitted. In the cases of 93 a fresh trial was ordered while the case of one was referred to the High Court. In the Courts of Magistrates 2,225 appeals were decided from the judgment of magistrates of lesser powers. These appeals were with respect to 5,231 persons. The appeals of 973 or 18.6 per cent were summarily rejected, the sentences on 2,031 of the remainder were also confirmed, so that 3,004 appellants or 57.4 per cent were wholly unsuccessful. Of the more fortunate appellants 770 obtained a modification of their sentences while 1,381 or 26.4 per cent were acquitted. In the cases of 75 a fresh trial was ordered and the case of one was referred to the High Court.

Death sentences.

The cases of 60 persons under sentence of death which had been referred by Sessions Judges for confirmation were decided by the High Court during the year. The death sentence on 32 persons was confirmed, in the case of five persons it was commuted to transportation for life; of 2 persons to sentences of 10 years, of one to 7 years, one to 5 years and four to 4 years, while 15 were acquitted.

Miscellaneous applications.

In exercise of its powers of criminal revision, the High Court passed orders in 660 cases. In 401 cases the applications were summarily rejected while notice was issued in 259 or 39.2 per cent of the cases. Of these notices 105 were finally discharged resulting in the confirmation of the orders of the Lower Courts; 54 were made absolute in their entirety, resulting in the reversal of the Lower Courts' orders; in 81 cases the orders were modified; in 18 cases a new trial or further enquiry was ordered

while in one case the sentence was enhanced. Of thirty-six applications for transfer of cases from one court to another which the High Court decided 12 were summarily rejected, 12 rejected after notice and 12 allowed.

The Sessions Courts exercisig their powers of revision disposed of cases of 3,733 persons including both aggrieved accused persons and complainants. The applications of 1,784 persons were rejected and as regards 1,044 others the orders of the lower courts were confirmed; in the cases of three persons they were reversed; of 721 persons fresh trials or further enquiries were ordered; of 161 persons references were made to the High Court, while the proceedings in respect of 20 persons were quashed. The cases of 1,941 persons came for revision before District Magistrates. The applications of 637 were rejected, while in the case of 651 more the original order was upheld. Sentences were reduced or orders otherwise modified in the cases of 21 persons and reversed in the cases of 136 persons. In 138 cases a new trial or further enquiry was directed; the proceedings against 333 persons were quashed, while the cases of 25 persons were referred to the High Court.

Proposals for legislation.

Some interesting proposals for amendments in the criminal law were recommended to the High Court. It was suggested by a Sessions Judge that in order to avoid the commitment to the Court of Sesisons of a certain class of cases in which allegations, often false, of arson of a trifling nature are made, offences under section 436 of the Indian Penal Code should be made triable also by a Magistrate of the first class. With the same end in view it was suggested that the Sessions Courts should be given power to refer back a case for trial to a Magistrate who may have committed it for trial to the Court of Sessions without sufficient cause.

Panchayat courts.

The number of panchayat courts declined from 118 in 1933 to 117. Of these 94 were in the district of Muzaffarpur and they disposed of 2,063 cases. The other districts which had panchayat courts were Saran (8), Darbhanga (6), Patna (3), Gaya (3), Purnea (2) and Bhagalpur (1). The opinion of District Magistrates regarding the utility of these courts varied, but it would seem that at least in the Muzaffarpur district they afforded appreciable relief to the Magistracy by disposing of a number of petty disputes that might otherwise have gone to swell the criminal work of the regular courts.

Complaints by courts.

During the year 767 prosecutions were launched on the complaints of courts. In 461 cases convictions ensued while in 214, acquittals; 7 cases were withdrawn while the rest remained pending at the close of the year. The large number of acquittals may be set down partly to the ease with which witnesses are gained over in such cases, partly to a certain absence of drive behind the prosecution—not unnatural in the circumstances—though there was some improvement in this respect during the year consequent on the High Court circular of May 1933—and, partly, as reported from one district, inadequate examination of the evidence by the complaining court.

The High Court.

The Hon'ble Mr. Justice Kulwant Sahay retired from the Bench from the 22nd January 1934 and was succeeded by the Hon'ble Mr. Justice S. P. Varma, Bar.-at-law. The Hon'ble Mr. Justice J. A. Saunders, I.C.S., and the Hon'ble Mr. Justice T. Luby, I.C.S., acted in leave vacancies created by the absence on leave of the Hon'ble Sir Stewart Macpherson, C.I.E., I.C.S., and the Hon'ble Mr. Justice F. G. Rowland, I.C.S., held the temporary appointment of Additional Judge from the 26th October 1934 to the end of the year.

Civil Justice.

The permanent civil judicial staff subordinate to the High Court consisted of 15 District Judges, 28 Subordinate Judges, and 90 Munsifs. Temporary appointments of Additional Judges were also made.

The number of original civil suits instituted in the province continued to increase reaching a total of 225,332 in 1934, a figure higher than in any previous year. Of this number 52,789 suits were for money or movable property, 157,321 were rent-suits and 15,222 were title and other miscellaneous suits. The value of the suits instituted amounted to rupees five and three quarter crores, an increase of Rs. 84 lakhs as compared with the 1933 figures. The great rise in the number of suits was entirely due to the increase in rent-suits for under both title and money suits there was a decline. Rent-suits increased from 121,926 in 1932 through 149,036 in 1933 to the peak figure of the year. There can be little doubt that both the increase in rent-suits and the decline in title suits which fell from 19,355 in 1930 to 15,222 in 1934 were due to the same cause, namely lack of money due to the economic depression. It must be remembered that the above figures of rent-suits do not include the figures for the Cuttack, Chota

Nagpur and the major portion of the Manbhum-Sambalpur judgeships where rent-suits are instituted not in the Civil Courts but in the Revenue Courts. On the other hand a saving grace was that over two-thirds of the rent-suits were for amounts not exceeding Rs. 50 while in one quarter the amounts did not exceed Rs. 10.

Title suits though relatively few represented in value 60.6 per cent of the litigation in the province. Of the total number of suits classed as title suits, 44.4 per cent were for immovable property; 39.6 per cent were mortgage suits; 1.2 per cent were for specific relief; and the remaining 14.8 per cent were for miscellaneous reliefs.

Of 360,079 suits for disposal, an increase of 13,042 over the previous year's, 204,827 or 6,315 less than in 1933 were decided. The average disposal of suits in the courts of Subordinate Judges decreased from 355.6 in 1933 to 269.8 in 1934 and in the courts of Munsifs from 2460.5 to 2411.5. Of the total number of suits decided 198,947 were disposed of by Munsifs (of which less than one-sixth fell within the small cause court procedure) 5,847 by Subordinate Judges and 33 by District and Additional Judges. There was a decrease of 794 and 612 respectively in the number of suits disposed of by Subordinate Judges and by Munsifs under the small cause court procedure.

Of the suits decided 179,027 were uncontested while 25,800 were decided after a full trial including 210 decided on reference to arbitration; of the contested suits 21,982 or 85.2 per cent went in favour of the plaintiffs while 3,608 or 14 per cent were decided in favour of the defendants. The balance of 210 (.8 per cent) were referred to arbitration.

There were 4,102 applications for retrial. This was only 3 per cent of the total number of cases dismissed for default of the plaintiff or decreed *ex parte* in the absence of the defendant. There was a marked increase in the average duration of suits decided on contest in the courts of District Judges, while in the lower courts there was a slight improvement. The number of suits pending rose from 112,763 on the 1st January 1934 to 134,228 a year later. The number pending over one year from the date of institution rose from 1,505 to 1,715 an increase of 13.9 per cent. There were 56,455 pending applications for the execution of decrees and 133,659 fresh applications were filed during the year. Full satisfaction was obtained in 81,684 and partial satisfaction in 12,567 cases. In 36,535 or 27.9 per cent

of the cases (much the same as in the previous year) the proceedings were wholly infructuous. It is significant that the highest percentage of infructuous cases continued to be returned from parts of the province where the masses were poorest such as the judgeships of Cuttack (61.2 per cent), Chota Nagpur (50.8) and Manbhum-Sambalpur (49.8), although in the case of Cuttack, guile on the part of the judgment debtors, and in the districts of Chota Nagpur, the inalienability of the cultivators' holdings were additional causes.

The total amount realized in courts, other than small cause courts, was over a crore and a half of rupees. Coercive measures employed included in 447 cases the arrest of the judgment debtor, in 773 and 42,134 cases respectively the sale of movable and immovable properties, and in 34,712 cases attachment of property followed by its release. Possession of immovable property was given in 1,583 cases.

Apart from suits and execution proceedings, 29,645 other cases of a judicial nature were decided, of which 3,893 were compromised or decreed on admission, 5,060 were decided *ex parte* and 8,687 were decreed after contest. Of the contested applications 45.5 per cent were successful. Miscellaneous cases of a non-judicial nature disposed of numbered 1,229. The number of applications made by tenants for deposit of rent was highest in Muzaffarpur and Saran.

Civil Appeals.

Civil Appeals and miscellaneous cases preferred before the High Court numbered 2,715. In addition there were 4,054 pending from the previous year. The High Court decided 2,984 against 4,026 cases in 1933 so that on the 1st January 1935 the number of cases pending had declined to 3,785. The decrease in the number of cases decided is attributed to the dislocation caused by the earthquake and the big Handwa appeal, which took up a good deal of the Bench's time. In addition to appeals the High Court decided one contested original case.

In the appellate courts subordinate to the High Court 5,196 appeals or 450 less than in the previous year were instituted. Muzaffarpur and Bhagalpur were responsible for the largest decrease. Appeals were preferred in only 24.7 per cent of appealable cases, which was the lowest percentage since 1916. Appeals decided by courts subordinate to the High Court numbered 5,687 or 1,444 less than in 1933, of these 2,860 or only 50.3 per cent were decided by District and Additional District Judges and the

remainder by Subordinate Judges. On the 1st January 1935 the number of pending appeals was 4,203 or 368 less than a year before. The number of appeals pending over a year declined from 529 to 370 or by 30 per cent. The Patna district was responsible for almost a third (120) of these cases. In 3,107 or 54.6 per cent of the appeals decided, the judgment of the lower court was affirmed, in 888 cases or 15.6 per cent it was modified, and in 850 cases or 15 per cent it was reversed, 183 appeals or 3.2 per cent were remanded, and 659 or 11.6 per cent were either not prosecuted or were dismissed for default. Thus the appellate courts interfered in approximately one decision out of every three of the trial courts. In addition to regular appeals, 1,955 miscellaneous appeals were instituted and 2,014 of this class disposed of, leaving 710 pending on the 1st January 1935.

Miscellaneous.

The total number of commissions requiring some knowledge of surveying executed during the year was 1,189, of which 624 or 52.5 per cent were executed by pleaders holding certificates of proficiency in surveying; the remainder were executed by persons of various other qualifications. The number of pleaders in the province who have passed the survey examination increased from 63 to 71 and there was a corresponding increase from 47.7 to 52.5 in the percentage of commissions issued to them. Towards the close of the year the rules regarding the issue of commissions requiring a knowledge of surveying were amended with the approval of the local Government with effect from the 1st December 1934. Of the Rs. 41,006 collected as fees for such commissions, pleaders earned Rs. 30,619 while the balance went to other persons. The number of commissions of other kinds issued was 882 and a sum of Rs. 23,308 was paid as fees in respect of them.

The accounts of estates under the fiduciary control of the civil courts, with an annual income exceeding Rs. 4,000, continued to be audited by the Local Audit Department. The opinion of District Judges on the civil work of the 117 panchayat courts was hardly favourable. The general view was expressed by one District Judge who observed that he did not think that the panchayat courts were popular nor did their judicial work command respect. Generally speaking it is the same sort of persons who preside over the panchayat courts as man the juries in the Sessions Courts.

The provisions of the Usurious Loans Act, 1918, by which the Courts might reduce the contracted rates of interest when these appear to the Court to be excessive and unfair, were not lost

sight of by the Courts, although it is possible that the severity of the economic depression and the great fall in the rate of interest on bank deposits would have justified an even more drastic interpretation of the provisions of the Act.

During the year the rules for the preparation of paper-books of the record of cases in second appeals before the High Court were remodelled. Under the new rules paper-books of appeals under rupees one thousand in value were to be no longer printed but typed in the office of the Court at the cost of the parties. The new system is said to have been appreciated both by litigants and by the Bar, and has resulted in a saving of time in getting these appeals ready for hearing.

In pursuance of their policy of allaying the agrarian discontent among the aboriginals of the Monghyr and Bhagalpur districts for which, as already recounted, special legislation was passed in March 1935, the local Government in consultation with the High Court invested the Subdivisional Officers of Banka, Monghyr Sadr and Jamui with the powers of a munsif to try all suits upto Rs. 1,000 in value, within their respective jurisdictions, in which one or more of the parties, not being a *pro forma* defendant, was a Santal or a Bhuiya.

The system of appointing gazetted officers as Registrars at the headquarters of District Judges, which was started as an experiment in Patna and Gaya, was reported to be a success and served as a check on the corruption and abuses that are unfortunately still prevalent in the offices of the courts. The appreciable increase in copying and other fees which were saved to Government by the stricter supervision that the appointment of these officers permitted went a good way towards paying their cost.

A tribute is due to the manner in which officers of the Judiciary in the earthquake affected areas, from the Hon'ble Judges of the High Court down to the clerks carried out the duties of a heavy year, when the number of suits instituted exceeded that of any previous year in the history of the province, in conditions of great personal inconvenience caused by the extensive destructoin and damage to court buildings.

Jails.

The severe dislocation caused by the great earthquake damage to so many jail buildings threw heavy additional duties on all officers of the jail department as well—a task which they discharged efficiently and cheerfully. The number of permanent jails remained at 4 central, 12 district, one juvenile, and 50 subsidiary jails. The juvenile

jail at Monghyr, however, was temporarily closed pending reconstruction of its earthquake damaged buildings, while the temporary Patna Camp Jail, necessitated by the congestion occasioned by the civil disobedience movement, was permanently abolished with effect from November 1934.

There was a continued decline in the number of prisoners. On the 1st January 1935 there were 12,687 prisoners against 13,045 a year before and 13,861, two years before. The daily average number of prisoners of all classes was 12430.72 or 1131.42 less than in the previous year. The daily average number of convicts, who form the great bulk of the prisoners declined from 11625.75 to 10204.29. Eight terrorist convicts were transported to the Andamans, while 31 convicts who volunteered for service in the Andamans were also transferred there.

All possible facilities in accordance with the rules continued to be afforded to prisoners to observe their religious requirements and prisoners appreciated the public spirit of voluntary religious workers, who attended the jails in order to impart religious and moral consolation. There was a welcome decline from 2,794 to 1,288 in the number of youthful offenders admitted, owing to the cessation of the civil disobedience commotion and the position in this respect returned to normal during the year. The number of female convicts admitted during the year further declined from 941 to 690.

There was an appreciable increase in the average period of detention of under-trial prisoners. The longest average detentions occurred in the Champaran district, where a number of persons accused of dacoity and murder across the Nepal border were detained for many months before being brought to trial, owing to the inevitable delays of arranging evidence from Nepal. The number of civil prisoners admitted during the year was 404, the daily average number of this class increasing slightly from 50.83 to 51.18. The two state prisoners who were received in 1931 at the Hazaribagh Central Jail from the North-West Frontier Province were released during the year. On the 1st January 1935 only two persons convicted in connection with the civil disobedience movement still remained in custody. The number of non-criminal lunatics sent to jail for purposes of observation increased from 37 to 53. Owing to the constant overcrowding at the Indian Mental Hospital at Ranchi, criminal lunatics, nineteen in number, were transferred, as a temporary measure, to the Central Jail at Hazaribagh to be admitted at Ranchi as accommodation became available. As usual the bulk of the jail population consisted of persons between the ages of 22 and 40 years of age.

Prisoners' Education. The percentage of literate convicts was 11.24 against 15.83 in the previous year. Compulsory education up to the upper primary standard continued to be imparted in the Gaya Central Jail to all ordinary prisoners up to the age of 25, whose mother tongue is Hindi and whose sentences were not less than one year. Physical training was also given. Some 75 per cent of the prisoners receiving instruction at this institution passed the annual examination. Twelve of the more intelligent prisoners received training in composition and binding at the Press. The School at the Bhagalpur Central Jail continued to give lower primary instruction to Urdu-speaking male prisoners of 25 years of age or less. Some sort of industrial training was also imparted to these prisoners. Owing to the collapse of the school buildings at the Juvenile Jail there was considerable dislocation in the work of instructing boy prisoners. The juvenile prisoners received instruction in carpentry, blacksmithy, tinsmithy, weaving, tailoring, masonry and cane-work. Cane-work is considered the most suitable as it does not require any expensive implements and can therefore be continued as a useful avocation by boys after release. There was a considerable increase in the percentage, which reached 41 per cent, of boys sentenced to terms of imprisonment sufficiently long to enable them to benefit from systematic training. Religious and moral instruction was imparted to the boys twice a week by both Hindu and Moslem ministers.

Discipline. Thirty-one prisoners managed to escape against eight in the previous year; escape was rendered easy by the collapse of the Sitamarhi subsidiary jail upon the earthquake when 27 prisoners decamped. However, all but four of these either voluntarily returned to custody or were recaptured.

The number of offences against discipline committed by convicts declined from 5,626 to 5,129. All were dealt with by the jail authorities except two which were referred to the criminal courts. There was a further welcome decline in the number of offences in which whipping was considered necessary. Only 9 prisoners received corporal punishment against 15 in the previous year and 21 in the year before. Fetters for safe custody were imposed in only 141 cases against 202 in the previous year. Ordinarily only long term or transportation prisoners considered to be dangerous are fettered for safe custody pending transfer to central jails. There was, however, a tendency in one or two places automatically to subject all prisoners under sentence of transportation to this indignity pending transfer even where they could hardly be

considered really dangerous. The number of permanent warders increased from 1,242 to 1,254. In addition 151 temporary warders were engaged chiefly as a result of the precarious condition of several jail buildings after the earthquake. The jail staff appear to have been subjected relatively to more punishments than even the convicts. The number of punishments inflicted on warders and headwarders was 1,429. However in the previous year it was 1,496. The punishments during the year included 29 dismissals, 24 degradations, 662 fines, 191 extra drills and 523 formal censures or other penalties.

The system of granting remissions of a portion of their sentences to convicts as a reward for good behaviour was much appreciated and served as a powerful inducement to better discipline. The number of convicts thus prematurely released was 4,700 against 5,921 in the previous year.

Jail Manufactures.

The manufactures in the jails of the province continued to reach a fairly high standard and were to attract considerable public attention at the great Patna Exhibition of February 1936. The principal industries at the Central Jails are tent-making, tailoring and cotton weaving on power-looms at Buxar, blanket-weaving on power-looms, tailoring, blacksmithy and carpentry at Bhagalpur, where also the manufacture of woollen socks was introduced on an experimental basis; work at the Government Forms Press at Gaya, and oil-pressing, cotton and silk weaving, tailoring and manufacture of aloe goods at Hazaribagh. There was a boom in tent-making owing to the large orders placed by the Telegraph Department of the Government of India. In the district jails, soap-making at Purulia and the manufacture of prison clothing at Cuttack merit mention. It was hoped that the Cuttack Jail would be able to supply the needs of all prisoners of the new province of Orissa in the matter of cotton clothing.

Health.

There was, on the whole a continued improvement in the health of prisoners. Although there was still a good deal of overcrowding in the jails which favoured the incidence of illness, the total number of admissions to hospital declined from 6,896 to 5,241 and the daily average of sick prisoners from 319.29 to 283.59. The ratio per mille of admissions to hospital and the daily average number of sick per mille fell, therefore, from 508.4 and 23.5 in 1933 to 421.6 and 22.8 respectively. These figures were appreciably smaller than the corresponding figures of the preceding four years. There was, however, an appreciable increase in the total number of deaths from all causes. The number

(including 3 releases on medical grounds which were classified according to rules among the " deaths ") was 230 against 196 in the previous year, the death rate per mille of the average jail strength working out at 18.5 against 14.4. The higher mortality was almost entirely due to the very bad health at the Gaya Central Jail where alone there were 58 deaths against 21 in 1933. The bad health at the Gaya Jail was due in part to inadequate supervision consequent on the frequent changes in the personnel of the Superintendents. The mortality rate showed Purnea Jail to be most fatal with a death rate of 57.2 per mille, followed by Sambalpur (42.6), Gaya (42.2), Motihari (30.6), Bhagalpur (23.5), Cuttack (21.1), and Monghyr (20.3). Best hope of life was offered, despite the earthquake which killed one leprous prisoner, by the Muzaffarpur Jail with a death rate of only 3.3, followed by Chapra (8.8), Bankipore (9.1), Hazaribagh (9.5), Ranchi (10.6) and Buxar (10.9).

Miscellaneous.

The total expenditure on jails excluding that on buildings and repairs declined from Rs. 16,45 to Rs. 14,19. The average cost per head of the jail population also fell from Rs. 121.3 to Rs. 115. The value of vegetables and condiments supplied to prisoners or sold to the public from jail gardens amounted to Rs. 46,115. The jail dairy showed a net profit of over Rs. 11,000, an increase of some Rs. 2,000 over the previous year. Allowing for other profitable enterprises the net cost of maintenance of the jails worked out at Rs. 12,61 against Rs. 14,63 in the previous year, and the net cost per head at Rs. 101.5 against Rs. 107-14-0. Among the extensions and improvements in jail buildings that were undertaken during the year may be mentioned the construction, for the special accommodation of terrorist prisoners, of 10 cells in each of the Central Jails at Hazaribagh and Bhagalpur and of 20 cells at the Buxar Central Jail; the extension of the subjail at Bihar; electric installation in the Bhagalpur Central Jail and in the residence of the Superintendent of the Hazaribagh Central Jail and the conversion into a hospital of the segregation ward at the Sambalpur jail. In November 1934 Government sanctioned the gradual introduction in the jails of the province of aluminium food vessels and cups for the prisoners' use in place of iron ones, and as a beginning the Central Jails at Hazaribagh, Gaya and Bhagalpur and the district jails at Bankipore (Patna), Ranchi, Chapra, Muzaffarpur and Purulia were supplied with the new plate. In the interests of privacy Government also sanctioned the provisions of latrine doors. These were provided in 10 prisons and the remainder were to receive attention as funds became available.

The scheme for training female warders in maternity work, which was tried as an experimental measure at the Bhagalpur Central Jail proved successful and steps were taken to extend the scheme to other central jails and the Cuttack District Jail. The appointment of a bugler at the Cuttack Jail was another step in the policy of bringing it into line with the Central Jails in the province.

CHAPTER VIII.

Excise.

General.

The policy of reverting in certain areas to the outstill system which the Excise Department had pursued since 1932 and which, by bringing the price of licensed liquor more into conformity with the pockets of the poor, had been found effective in checking the widespread illicit distillation that had attended the economic depression, was endorsed by the Legislative Council in September 1934 when it rejected by a large non-official majority, a resolution seeking to set up a committee to enquire into the question of abolishing the outstill system. The opponents of the outstill system alleged that the result of cheapening liquor by leaving its manufacture and price to the licensee was a great increase in drunkenness, while Government and the advocates of the system averred that there was no real increase in drunkenness at all, the extra revenue which the new system demonstrably earned for an impoverished exchequer at a time of low prices representing what was saved to the people from the pockets of illicit distillers or what a now law-abiding populace cheerfully paid as a gage of their freedom from excise crimes. It was clear that the Legislature was satisfied that those who advocated an enquiry had failed to establish their case, while statistics proved that the re-orientation of excise policy had been followed both by a great slump in excise crimes and an appreciable increase in excise revenues.

Developments during the year.

The following table will show at a glance the position of the excise revenue which forms one of the three main sources of the provincial revenues :—

Period.	Revenue.	Charges.	Refunds.	Net revenue.	Percentage of charges.
	Rs.	Rs.	Rs.	Rs.	
1930-31 ...	1,43,10,639	18,15,625	1,01,236	1,23,93,778	12.68
1931-32 ...	1,22,35,472	15,32,682	33,863	1,06,68,927	14.36
1932-33 ...	1,21,81,463	14,19,643	1,87,832	1,05,73,988	13.42
1933-34 ...	1,23,86,541	14,39,905	16,595	1,09,30,041	13.16
1934-35 ...	1,39,53,774	16,42,917	15,274	1,22,95,583	11.77
Difference between the year under report and the preceding year	+15,67,233	+2,03,012	−1,321	+13,65,542	1.39

It will be noticed that in spite of the improvement in the excise revenue, consequent, among other causes, on the extension of the outstill system the figures before the depression period had not been reached. Still less was the maximum excise revenue of almost two crores approached that the province had once known in the boom period.

The table below shows the great decline in excise crimes, especially in illicit distillation :—

	Number of persons convicted for illicit distillation.	Total number of persons convicted under the excise and opium laws.
1930-31	2,505	4,186
1931-32	3,101	5,649
1932-33	2,886	5,692
1933-34	1,843	4,103
1934-35	1,657	4,105

Developments during the year.

In pursuance of the policy of extending the outstill system 107 distillery shops supplied with contract liquor were converted during the year into outstills mainly in hilly and forest areas where the detection of illicit distillation was especially difficult. In the districts of Gaya, Shahabad, Champaran, Monghyr, Bhagalpur, the Santal Parganas, Cuttack, Puri, Sambalpur, Ranchi, Manbhum and Singhbhum both the contract distillery system and the outstill system were in operation, the latter in the more inaccessible portions of the districts. The districts of Angul, Palamau and Hazaribagh were wholly or almost wholly under the outstill system, while in the other districts, in an area spreading over almost the whole of North Bihar and a good portion of South Bihar, the distillery system prevailed. Generally speaking the remoter areas of the province were under the outstill system while by far the most populous portion of the province remained under the distillery system. Country spirit ware-houses stocked with distillery liquor were abolished at Kharagpur, Jharsuguda, Bargarh, Hazaribagh, Giridih, Bundu, Daltonganj, Adra and Chakradharpur owing to the conversion of distillery shops into outstills.

To stop the extensive smuggling of liquor from rural to urban areas that arose as a result of the retail price of 72.5 under proof liquor being cheaper in the rural areas by two annas a bottle in the Patna, Gaya, Shahabad, Champaran and Muzaffarpur districts, the difference in price per bottle was reduced to one anna.

The toddy tree-tax system, which had given satisfactory results in several districts, was further extended to the whole of the districts of Gaya, Saran and Monghyr and to certain areas in the districts of Shahabad, Champaran and Bhagalpur. The rate of taxation was generally Rs. 3 per palmyra and Re. 1-4-0 per date tree with certain variations in the district of Shahabad and the Banka subdivision of Bhagalpur; and seasonal reductions in Champaran, Muzaffarpur and Darbhanga.

Tax system for *Tari*.

The number of trees tapped in the nine districts where the tree-tax system was in force increased from 314,438 palmyras and 266,062 date palms in 1933-34 to 400,250 palmyras and 370,881 date palms during the year under review. As a result of the extension of this system the license fees in non-tree tax areas declined from Rs. 4,75 to Rs. 33. License fees in the tree-tax area, however, increased from Rs. 304 to Rs. 392, while the revenue derived from the taxes on trees increased substantially from Rs. 13,11 to Rs. 19,07. The number of licenses for the retail sale of toddy was 8,565 against 7,407 in the previous year, and the total revenue from toddy amounted to Rs. 24,87 against Rs. 22,43.

Country Spirit.

The total quantity of country spirit issued from the bonded ware-houses on payment of duty was 613,342 L. P. gallons against 504,233 L. P. gallons in the previous year. The increase was shared by all districts except Sambalpur and Manbhum. The increase in consumption that followed the reduction in the rates of duty and in the maximum retail prices of higher strengths of country spirit almost throughout the province with effect from the 1st April 1934 led to the consideration of proposals to check the growth in consumption. While the total revenue from distillery spirit was much the same as in the previous year being Rs. 32,94 against Rs. 32,91—a very slight increase, the total revenue from country spirit increased from Rs. 49,02 to Rs. 61,32. The incidence per head of population of the revenue from country spirit worked out, however, at only two annas seven pies.

Pachwai.

The number of licenses issued for the retail sale of *pachwai* increased further from 408 in the preceding year to 462. The increase occurred almost entirely in the aboriginal areas of the province. In addition to the licenses for retail sale 3,622 home-brewing licenses were issued at nominal fees against 3,495. The total revenue from the issue of *pachwai* licenses, however, declined from Rs. 2,26 to Rs. 1,80. The decline was due to the settlement of shops at lower fees consequent on the introduction of outstills in the districts of Hazaribagh, Ranchi

and Manbhum. The aboriginals themselves continued to enjoy their time-honoured concession of free home-brewing of *pachwai* for domestic consumption, but instances of their extending the concession to cover illicit sale of their domestic brew were not wanting.

Foreign liquor.

The poor were not alone in celebrating the end of the worst of the economic depression by drinking a little more taxed liquor during the year. The rich and the well-educated apparently also thought that the lifting of the extreme financial stringency entitled them to spend a little more on their potations. The quantities of alcoholic liquids from overseas consumed were 13,837 gallons of spirit, 5,829 gallons of wine and 76,102 gallons of beer against 12,116 gallons, 3,911 gallons and 64,844 gallons respectively in the preceding year, while India-made 'foreign' liquor was consumed to the extent of 2,828 gallons of spirit and 5,676 gallons of beer against 2,399 gallons and 1,039 gallons respectively. Nor was this all. The above quantities are only the figures of sales under retail licenses and represent only a fraction of the total actual consumption of foreign liquor in the province, as many private consumers and *bona fide* clubs obtain their supplies direct from other provinces. No India-made 'foreign' liquor was manufactured in any distillery in this province.

The total number of licenses for the sale of potable foreign liquor was 208, an increase of 2 over the previous year's figure.

The revenue from this source amounted to Rs. 1,26 against Rs. 85.

Ganja.

The number of licenses issued for the cultivation of *ganja* again increased by two, to nine. The total area under the crop increased to 134 acres, which produced 733 maunds of *flat ganja* and 131 maunds of the *round* variety. There was still a shortage of about 80 maunds of *round ganja* for meeting the demand of the whole province during the following year. The *ganja* manufactured was certified by the Chemical Examiner to be of good quality. The cost price of this *ganja* was fixed at Rs. 160 per maund for the *flat* and Rs. 180 to Rs. 200 per maund for the *round* variety against Rs. 235 per maund at Naugaon in the neighbouring province of Bengal. Naugaon *ganja* was supplied to the Orissa Division and to Manbhum during the year while the rest of the province was supplied with the domestic product.

The number of licenses for retail sale of *ganja* increased from 1,223 to 1,274.

There was no change in the rates of duty and retail prices of *ganja* except that with effect from the 1st December 1934 the rate of duty on *ganja* issued to Nepal was reduced from Rs. 35 to Rs. 20 a seer.

The total quantity of *ganja* issued on payment of duty was 35,757 seers against 34,633 seers in the previous year. There was, however, a substantial decrease in the consumption of *ganja* in Purnea district where apparently a large number of *ganja* smokers have begun smoking *bhang* which grows wild in the district although it is recognised to be more injurious than *ganja*.

Exports of *ganja* totalled 489 seers to Nepal against 216 seers in 1933-34 and 181 seers to the Orissa States against 192 seers. The duty realized on *ganja* exports amounts to Rs. 19,975 against Rs. 15,240 in 1933-34. The total revenue from *ganja* amounted to Rs. 23,81 against Rs. 23,72, in the previous year.

Bhang.

A single individual had the monopoly of this product under contract. During this year he collected 506 maunds of *bhang*, entirely from the district of Purnea. The whole quantity was stored at Bhagalpur and supplied from there to the various warehouses of the province, as well as to the provinces of Bengal and Assam. *Bhang* weighing 181 maunds 20 seers was issued to the wholesale dealers of the province against 160 maunds 27 seers in the previous year, while 250 maunds were exported under bond to Bengal and 1 maund 13 seers were supplied to Assam. The total quantity of *bhang* issued on payment of duty to retail vendors in the province was 6,977 seers against 6,427 seers in 1933-34 but the total revenue derived from *bhang* amounted to Rs. 65,458 against Rs. 66,746 in the previous year.

Opium.

There was an increase in the total number of licenses issued for the retail sale of opium from 551 to 586. The number of druggists' permits issued under the Opium and Morphia rules was 310 and 277 against 297 and 267 in the preceding year. The total quantity of opium issued to shops within the province increased from 19,611 seers to 20,086 seers and the total revenue from opium rose from Rs. 23,93 to Rs. 24,41.

The Government of India increased the cost price of opium by an anna making it Rs. 18-5-0 a seer, with effect from the 1st April 1934.

The practice of administering opium to children continued to persist in Orissa and in parts of Chota Nagpur. A good deal of propaganda was undertaken by officers of Government and of the

local bodies against this evil practice and it was reported that some improvement was discernible in the districts of Hazaribagh, Balasore and Puri.

Temperance.

Apart from this propaganda and the activities of some of the Missions there was little in the way of an organised temperance movement in the province. But reformist movements of a social and religious character among many castes have helped in the spread of ideas of sobriety, and with an increase in enlightement, it may be confidently expected that real intemperance will continue to decrease even though the bulk of the people, in consonance with the habits of their remotest ancestors and of their most advanced brethren in other countries, may never completely renounce a cup that cheers.

CHAPTER IX.

The Land and the People.

The description in the following paragraphs applies to the province of Bihar and Orissa, as it was before the 1st April 1936, when a separate province of Orissa was created.

The province of Bihar and Orissa extends over an area exceeding 83,000 square miles from Nepal and the first spurs of the Himalayas on the north to the Bay of Bengal and the Madras Presidency on the south. It is bounded on the east by the province of Bengal and on the west by the United Provinces and the Central Provinces, and is studded in its southern half with the mosaic of the Orissa States, now part of the Eastern States Agency in direct relationship with the Government of India. The province comprises three distinct areas; on the north stretches the alluvial plain of Bihar proper, itself bisected into North and South Bihar by the broad Ganges, unbridged throughout its course in the province. In the centre rolls the ancient land mass of the Chota Nagpur plateau, in parts over 3,000 feet above sea level, covering the whole of the Chota Nagpur Division and a great part of the district of the Santal Parganas to the north-east and of Sambalpur to the south-west, and sending its foot hills into the districts of South Bihar. In the south lies the coastal districts of Orissa, washed by the sea and by periodical floods from the central plateau, with Angul as an isolated appendage. To the diversity in natural features are due the distinct racial and cultural affinities of the people. Whereas there is little or nothing to distinguish the inhabitants of Champaran, Saran or Shahabad from their brethren of the United Provinces in the adjacent districts of Gorakhpur, Ballia or Benares, most of them and the majority of the people, who are Hindi speaking, would find it difficult to be intelligible to the Oriyas in the south, forming about a seventh of the population, to the aboriginal Santals, Mundas, Oraons and Hos, in the centre, numbering over two millions, or to the Bengali-speaking people on the east forming some 5 per cent of the total population.

The total population of the province recorded in the census of February 1931 was almost 38 millions (including over 31 million Hindus and over 4 million Muslims) and statistics show that it has gone up appreciably since then. The great bulk of this population, about 80 per cent, depends for its livelihood on agriculture and

the increasing pressure of population on the soil is a problem that the statesmen of the province will have to face in the very near future. In certain rural areas a density of almost 1,000 persons per square mile has been reached. Of the 85 towns in the province only one, the capital Patna, had a population exceeding 100,000. The only industrial areas apart from Jamalpur in Monghyr district were in portions of the Singhbhum, Manbhum and Hazaribagh districts of Chota Nagpur, where the exploitation of the rich deposits of iron, coal and mica gave additional means of livelihood to a limited number of people. Jamshedpur the centre of the steel industry was the one really industrial town in the province and approached the 100,000 status.

The rise of an important agricultural industry, however, brought relief to the cultivators of North and South Bihar. This was the sugar industry which had grown apace in the previous few years under a high protective tariff. Despite the earthquake the number of mills, scattered throughout the districts of North and South Bihar, continued to increase and together with the mills in other provinces—(only the United Provinces had a larger number than Bihar)—threatened soon to reach and pass saturation point. Meanwhile, however, the demand for sugarcane from the mills of the Tirhut Division exceeded the supply with the result that the price paid for cane in most cases, especially towards the close of the year, exceeded the minimum price fixed by Government and the full crop was cleared.

A close enquiry was made by Government into the material condition of the Santals in the Bhagalpur and Monghyr districts, which showed signs of grave deterioration, and special legislation was passed at the close of the year with the main object of preventing further alienation of the *raiyati* lands of the Santals to money-lenders and others. The conditions of the *kamias* or bonded labourers also received the attention of Government, and a special officer was deputed to enquire into their circumstances in the Hazaribagh and Palamau districts. Otherwise the condition of labourers showed little change. There was ample demand for labour in the mills, on the land and for the work of earthquake reconstruction and there was a rise in wages in the Muzaffarpur area and in the mica industry. On the other hand wages were extremely low in the rural areas of Singhbhum, hard hit by the drought. and men were found ready to do a full day's work for a daily pittance of one anna and a half. In the same district the Tata Iron and Steel Company made drastic reductions in the wages of its labourers in an endeavour

to reduce overhead charges in mines. There was also a general decrease in emigration, the number in Ranchi, the district that mainly supplies the flow of emigrants to the Assam tea gardens, declining almost by half from 26,261 to 13,833.

As already indicated in a previous chapter the year was a noteworthy one in tenancy legislation. The Bihar Tenancy (Amendment) Act of 1934 was a notable advance in agrarian legislation and will tend to remove many of the causes of friction between landlord and tenant in the ten districts of Bihar proper.

Land Revenue and Cess.

In the greater part of Bihar, and Chota Nagpur the land revenue is permanently settled under the Regulations of 1793 while in the greater part of the Orissa division, it is temporarily settled. The total number of revenue paying estates in 1934-35 was 127,893 against 127,104 in the preceding year. Of these 113,697 were permanently settled, 13,847 temporarily settled and 349 under direct Government management. The increase under the first two classes was due to the further partition of estates. There was a notable addition to the number of estates under direct Government management in November 1934 when, on the death of Raja Narpat Singh, the Porahat estate in Singhbhum escheated to Government.

The current demand of land revenue showed a further slight decrease from Rs. 165,11 to Rs. 164,85. The decrease occurred chiefly in Cuttack district. Of the current demand Rs. 151,51 or 91.90 per cent was collected against 91.08 per cent in the previous year. Of an arrear demand of Rs. 16,53, Rs. 12,33, or 74.61 per cent was collected. The percentage of the total collection against the total demand fell slightly from 90.45 to 90.33. While in the permanently-settled estates the percentage was 96.79 in the Government-managed estates it was 67.22. This, however, was slightly better than the previous year when the percentage of collection in direct estates was 66.26. It is clear from an examination of the districts, where the collection in Government estates was poorest, that the earthquake and floods were largely responsible for the indifferent collections. In Muzaffarpur district they were as low as 7.74 per cent. Remissions amounting to Rs. 51,266 were granted in the Government-managed and in the temporarily-settled estates, in the latter class chiefly in the districts of Cuttack and Puri affected by the grave floods of 1933. On the 1st April 1935 the outstanding balance in the total land revenue demand of the province had increased to Rs. 17,03 against Rs. 16,38 a year before.

Levied at the maximum rate of one anna per rupee of the rental, the current demand on account of cess, which, along with Government grants out of provincial revenues, forms the main source of income of the district boards, declined further from Rs. 79,43 in 1933-34 to Rs. 79,01. The arrear demand amounted to Rs. 27,84. Of the total demand of Rs. 106,85, the collections during the year amounted to Rs. 82,78 or 104.76 per cent of the current demand. This was a marked improvement on the previous year's percentage which was only 94.39.

Increasing sums on account of land revenue and local cess were remitted to Government by special postal money-orders or by means of cheques and drafts. Tenants also increasingly paid their rents to their landlords by money-orders. The number of rent money-orders rose from 26,977 to 30,147.

Coercive measures.

The sale law was as usual administered with leniency and discretion. As in the previous year, process fees were remitted in the three coastal districts of Orissa affected by the high floods of August 1933. The number of defaults in payment of land revenue, increased from 16,975 to 21,896 and the number of sales from 298 to 339. The percentage of sales to defaults, however, was, at 1.55, lower than in the previous year. Four estates with a revenue demand of Rs. 51 were purchased on behalf of Government.

The number of certificates filed under the Public Demands Recovery Act of 1914 increased from 57,771 to 60,250. The increase was most marked in Saran and the three coastal districts of Orissa. The majority of these cases were for non-payment of rent by tenants in Government estates and in private estates which enjoyed the privilege of the summary certificate procedure. Of the 81,036 certificate cases, including 20,786 from the previous year, pending in the revenue courts 71.6 per cent were disposed of during the year. The number of cases pending over six months declined from 5,938 to 3,613. Every opportunity was given to the tenants to save their lands. Certificate-debtors were sent to prison in 125 cases against 101 in the previous year. In 42 cases this resulted in the realisation of the dues. The number of certificates filed for the realisation of cess rose from 62,439 to 71,488.

Government Estates.

A sum of Rs. 1,07 was spent on works of improvement for the benefit of tenants in Government estates. In Angul the Bauli irrigation scheme was taken up during the year. Grants at one per cent on collections were, as usual, made in the Government estates in

Sambalpur and the Damin-i-Koh (Santal Parganas) for expenditure on primary education. In the same areas a similar grant of one and a half per cent was made for the improvement of communications. The vagaries of the seasons, added to the economic depression, told heavily on the material condition of the people in many estates. The tenants in Singhbhum in particular were badly hit by a drought and the winter rice crop was a partial failure. The situation was met by the provision of additional work on roads and petty irrigation projects and the distribution of agricultural loans. The general health of the tenants was on the whole good, but an abnormally severe outbreak of cholera which raged in the Palamau estates from April to August carried off many people.

Wards and Encumbered Estates.

There were 68 private estates managed on behalf of their disqualified proprietors by the Board of Revenue, acting as the Court of Wards. Five estates were released in the course of the year and six taken in charge giving a total 69 estates on the 1st April 1935. Out of a total demand of Rs. 11,74 due as land revenue and cesses to Government a sum of Rs. 11,33 was paid during the year. But of the total demand, including arrears, for rent and cesses from the tenants of these estates amounting to Rs. 97,52 only a sum of Rs. 59,08 could be realized. The outstanding balance was 37.6 of the total demand and 68.2 per cent of the current demand. This however was better than the position in the previous year when the outstanding balance represented 45.1 and 83.8 per cent respectively of the total and current demands. The standard of 100 per cent collection on current demand was reached and exceeded in 37 estates.

The cost of management of these estates declined from 13.4 per cent to 13.3 per cent against the standard cost of 15 per cent. In the Bhagalpur Division, the percentage was as low as 5.6. In both the Bettiah and the Ramgarh Wards Estates, there was a slight decrease in the cost of management. The standard prescribed for expenditure on schools is one per cent on the current rent and cess demand and on works of agricultural and sanitary improvement 3 per cent in the solvent estates. In Tirhut the total expenditure on schools increased from Rs. 1,29 to Rs. 1,37. In Bettiah however it decreased from Rs. 41 to Rs. 39, though this was still above the standard. The Bettiah Estate maintained one high English school, one free Sanskrit school and one upper primary school for girls named after the proprietress. The Estate also contributed to various other schools and colleges and spent Rs. 2,985 on scholarships. For medical relief the Bettiah Estate

spent Rs. 56 of which Rs. 29,744 was devoted to the Lady Dufferin Hospital for women. Rs. 6,376 was spent on leprosy propaganda and the estate maintained three clinics to combat this disease. In place of the child welfare centre, a new midwife training scheme organized by the Raj Lady Doctor was brought into operation. The estate also maintained a veterinary hospital, which continued to be popular, and a sum of nearly Rs. 17,000 was devoted to other charities.

The Ramgarh Wards Estate spent Rs. 18,254 on schools, Rs. 27,446 on dispensaries, and a sum of about Rs. 5,000 on other charities. Some of the other estates also spent various smaller amounts on benefactions.

On works of agricultural improvement over Rs. 5 lakhs was spent in the Wards and Encumbered Estates of which the vast bulk, or Rs. 4,73 was spent in the Tirhut Estates. Of this the Bettiah Estate, severely affected as it was by the earthquake, spent Rs. 4,62. In this estate the Byreah Farm, covering an area of 316 acres, continued its successful operations resulting in a net profit of Rs. 7,913. Amongst other crops, nine varieties of sugarcane with a harvest exceeding 40,000 maunds were cultivated. Valuable propaganda work was carried on by this institution, resulting in the spread of improved varieties of seeds, cheap improved implements and chemical manures. The Pipra Farm maintained by the Bettiah Estate was badly sanded up by the earthquake. The estate's herd of Mura buffaloes from the Punjab for distribution to the tenants for breeding purposes is reported to have been highly successful. Some of the other estates also carried out agricultural improvements and a model farm was being started at Barpali in Sambalpur.

The number of certificates filed declined from 19,401 to 17,705. The total number of certificate cases for disposal was 26,411 covering an aggregate demand of almost Rs. 12 lakhs. Of this less than Rs. 7 lakhs were realized during the year. Rs. 2,15 was outstanding in respect of the Bettiah Estate and Rs. 55 in respect of Ramgarh.

The Chainpur Wards Estate was being sued by the Government for mineral and other sub-soil rights in the estate. Considerable care was taken in the education of the wards. The Ramgarh ward and his brother entered the Mayo College, Ajmere, in July 1934 and were making good progress; while the wards of the Chainpur and the Sonepura estates and the eldest son of the proprietor of Untari progressed satisfactorily at the Rajkumar College at Raipur.

The general condition of the tenantry in the Wards and Encumbered Estates remained much the same as in the previous year. The earthquake and the subsequent floods imposed a heavy burden on the Bettiah Estate, which undertook an elaborate programme of relief measures covering the issue of loans to tenants, free grants for sand clearance, gratuitous relief to persons having special claims on the estate, and the construction of buildings, roads, wells, etc. The estate spent about Rs. 2,20 on sand clearance, construction of roads, wells, etc., another Rs. 1,55, on free grants and loans, and over Rs. 57 on gratuitous relief for the reconstruction of the houses of persons with special claims on the estate's bounty. Apart from this, a most valuable form of relief to the earthquake-stricken tenants, was the immediate gratuitous distribution by the estate of large quantities of materials, timber, grass, and bamboos, estimated at about two lakhs of rupees, and the supply of *rabi* seeds free of cost, or at nominal prices, to tenants hit by the floods. An area of about 10,870 *bighas* of land in the Bettiah Estate has been reserved as grazing grounds for the villagers' cattle.

In the Ramgarh Estate a total forest area of a little over 160 square miles has been reserved; while proposals for the reservation of an additional area of some 80 square miles were under examination. There was some feeling among the tenants against the policy of curtailment of their access to the forests, which found expression in the Press and the Legislative Council. The number of wood cutting cases reported from the Ramgarh reserved forests was 259, and the number of cases of theft of jungle produce in the unreserved forests was 847. The experimental cultivation of lac alternately on *Kusum* and *Khair* in the Ramgarh forests proved a failure and was abandoned.

The six estates taken in charge during the year were the Kodabaga estate in Sambalpur, the Masmano and Jario and Dowaru Estates in Ranchi, and the Pokhraha and Geruasoti Estates in Palamau. The five estates released from control were the Kodabaga Estate mentioned above, which on the application of the proprietor was taken in charge on the 27th May and released on the 21st December, 1934: the Barsote and Leda Estates in Hazaribagh, the Loro Estate in Ranchi and the Pandra 2/4 Kismat Estate in Manbhum. The Leda and the Pandra Estates were restored to the proprietors entirely free from the debts with which they had been encumbered at the time when they were taken under management.

An abnormal sum of Rs. 42,79 was advanced by Government during the year under the Agriculturists Loans Act of 1884, of which Rs. 34,21 went to the earthquake and flood-affected Tirhut Division alone. This, of course, does not include sums given out under the Natural Calamities Loans Act of 1934, for the reconstruction of houses, destroyed or damaged by the earthquake. A sum of Rs. 28,994 was advanced under the Land Improvement Loans Act chiefly in Chota Nagpur and Orissa.

Loans.

The total number of suits of all kinds instituted in the Revenue Courts of the Chota Nagpur and Orissa Divisions increased from 139,943 to 155,008. On the 1st April 1935, 19,490 remained pending. The increase was due to the large number of rent suits that followed the economic depression. In the Patna, Tirhut and Bhagalpur Divisions where the Bengal Tenancy Act of 1885 prevailed, the number of cases under section 58 of that Act against landholders for not granting rent receipts fell from 111 to 58. From Monghyr it was reported that as a rule no receipt is granted for produce rent, but some instances came to light where the tenants themselves had refused to accept rent receipts fearing that these might be used as evidence in commutation proceedings. The number of applications in the Chota Nagpur Division for transfer of occupancy holdings decreased from 1,168 to 1,101, but there were a good many cases of concealed transfers that never came before the courts.

Revenue cases.

Generally speaking, the relations between landlords and their tenants were not unsatisfactory, though the activities of the Kisan Sabha under the leadership of Swami Sahjanand, who made extensive lecturing tours in the Bihar districts during the year tended to increase the political consciousness of the tenants. Illegal exactions, although absent from the better managed estates, were unfortunately fairly common. In the Jamui subdivision, for instance, the District Officer of Monghyr reported that illegal exactions were extensively realized in all estates except one and that even in that one, where relations were otherwise cordial, levies were not unknown. The custom of exacting *ghee* and goats on the occasion of the Durga Puja festival continued to be prevalent in almost all the larger estates, while the system of exacting free labour, also, was prevalent. On the other hand illegal levies themselves suffered a set-back by the economic depression, since the landlords found it sufficiently difficult already to realize even their lawful dues.

Relations between landlords and tenants.

In the Bihar and Dinapore subdivisions of the Patna district agrarian relations were strained. In Bihar the gradual disintegration of the system of half produce rent and the failure of the landlords to maintain irrigation works were partly responsible, but commutation of rent in kind to rent in cash at a time of high prices was an additional cause of friction in a period when prices were low. This cause operated even more harshly in parts of the Gaya district. In the Dinapore subdivision certain landlords were reported to be unsympathetic in their dealings with their tenants, while similar reports came from the Shahabad district, where in some estates absentee landlordism provided an additional factor of discontent. In the Tirhut Division relations on the whole were more cordial and it was to the credit of the landlords that little pressure was put on the earthquake-affected tenants in order to realize arrears of rent and that some of them came forward, at personal expense, to the relief of their tenantry. On the other hand, in Champaran, in the Ramnagar estate, little affected by the earthquake, instances of high handedness were not wanting. In Orissa relations were fairly satisfactory. Ill-feeling, however, between the proprietors and the tenants of the Aul estate in certain areas of the Kendrapara subdivision persisted, although it was reported that the practice previously followed in that estate of realizing one pice for each rent receipt had been discontinued. In Chota Nagpur relations were good over a wide area, indifferent in parts of the Chatra subdivision and unsatisfactory in many estates in Palamau. In the Bhagalpur Division relations varied from cordiality in the Khaira Estate to a good deal of recrimination in the Banka subdivision where the tenants charged the landlords with responsibility for their difficulties owing to the landlords' disregard for irrigation. In parts of Purnea, on the other hand, it was the landlords who had cause for dissatisfaction, owing to the tenants having formed the habit of not paying rent, even when able, until they were sued. The special system prevailing in the Santal Parganas, by which the rents have been fixed at recorded rates which cannot be exceeded, made for harmonious relations.

Treasure Trove.

There were four cases of treasure trove during the period under review, one each in Champaran, Darbhanga, Puri and the Santal Parganas. A romantic story, popularly regarded as a miracle, is attached to the Puri find. A blind man, who clearly could not see, claimed to have a vision. His vision led to a jungle in the Khurda Government Estate where, as a result, five ancient cannons were unearthed. The cannons are believed to have belonged to the old Rajas of Khurda. While the metal value of the find is not estimated at more than ten rupees, a great curiosity value attaches

to these historic pieces which it was proposed to make over to the Ravenshaw College Museum at Cuttack.

Survey and Settlement.

Revisional settlement operations were begun in October 1934 in the Dhalbhum subdivision of the Singhbhum district, continued in progress throughout the year in the Ranchi district and were brought to completion in the district of the Santal Parganas. In Dhalbhum a total area of 1,165 square miles was cadastrally surveyed and the work of *khanapuri* completed. In Ranchi the records were finally published in an area of 1,355 square miles and the rents of 46,728 tenants were settled. Fair rent settlement in that district was done for an area of 723,600 acres. The rent settled represented an increase of 15.64 per cent over the attested rent and 22.93 per cent, if the rent settled on *kabil lagan* lands, hitherto bearing no rent, be included. During the year efforts were made to reduce the cost of the operations, mainly by curtailing as much as possible the number of officers employed, and a satisfactory saving of about Rs. 24,500 was thus effected. Another plan making for economy as well as efficiency was the contemporaneous demarcation and forest settlement, along with the attestation of records, of a large area of forest in Dhalbhum which Government, in the interests of the people, decided to reserve. On a review of the programme of the survey and settlement work in the province, Government decided that operations should end with the completion of the revisional settlement of Dhalbhum. The *khanapuri* operations in Dhalbhum, as previously the Ranchi operations, disclosed numerous cases of evasion of the tenancy law that seeks to restrict the transfer of occupancy holdings in Chota Nagpur, and proposals were under consideration for the amendment of section 46 of the Chota Nagpur Tenancy Act and its subsidiary statutory rules. Satisfaction was caused to the *patwaris* of the land records establishment of Sambalpur by the order of Government sanctioning the revival of the system of giving them rewards for good work.

The final reports on the survey of the Patna City municipality and on the survey of land in North Bihar sanded up by the earthquake were printed and published in the course of the year.

The importance and utility of the survey and settlement records in each district continued to be appreciated by the courts and the public. In the majority of districts however the value of the records continued to diminish owing to growing length of time since their last preparation. In North Bihar except in Champaran and Saran, the records are now more than 40 years old. In Darbhanga and Purnea indeed the records have begun to fade and in Purnea portions had to be re-copied.

Forests.

The forests in the province, properly speaking, cover an aggregate area of 4,227 square miles or a little over 5 per cent of the total area of the province. This percentage is a small fraction of the percentages for the densely forested provinces of Burma and Assam and even for all India, which is over 20. The extreme importance of preserving what little forest remains in the province, if not indeed of extending the area, be it at some expense to the exchequer, will be therefore apparent to all who realize the many benefits that a sufficiency of forest imparts to the economy of a country and the dangers of deforestation in a land of widely ranging temperatures, where on the one hand, little or no rain falls for about eight months in the year and, on the other, torrential down-pours, with their common concomitant of disastrous floods, characterize the remaining four months.

Of the 4,227 square miles of forest an area of 2,976 square miles was under the direct management of the Forest Department, while a good portion of the precarious remainder continued in danger of being frittered away by the jealous competition of private landlords and tenants in asserting their forest rights. Nor was the entire area under the Forest Department absolutely safe. For while 1,874 square miles of it which comprised the reserved forests were secure enough, the remaining 1,092 square miles of protected forest were constantly being drawn upon to meet the immemorial demands on forest produce of the neighbouring villages, estimated by the Forest Department at a total cost of well over two lakhs of rupees excluding grazing concessions. Even apart from this, however, the working of the Forest Department during the year showed a net profit of about a lakh and a half of rupees, which was merged in the provincial revenues. The total revenue amounted to Rs. 8,11 and the total expenditure to Rs. 6,74. In the previous year the profit, the first in 3 years, was Rs. 16,752.

The total number of forest offences reported during the year was 5,027 against 5,107 in the previous year and 3,280 the average of the 3 preceding years. The total number of cases taken to court were 569 of which 469 were tried during the year, resulting in convictions in 392 or 84 per cent of the cases against 91 per cent in the preceding year.

The total area of reserved forests under the scheme of fire protection (which consisted chiefly in advance burning of the forests, under control, so as to save them from disastrous conflagrations later in the season) rose from 1,112,484 acres to 1,128,805 acres. In the protected forests the area remained the same at

108,596 acres. The cost of fire protection worked out at Rs. 4-15-0 per square mile against Rs. 5-1-0 in the previous year. The number of outbreaks of fire during the year however was 276 affecting an area of 252,441 acres against 213 over an area of 96,706 acres in the previous year.

The policy of reserving private forests on and near the Chota Nagpur plateau continued and met with some success. The success of the scheme depends entirely on the free will of the numerous landlords. While the more enlightened have readily co-operated, some of the landlords will require a great deal of persuasion before they can be induced to hand over their forests to Government on a long lease, to be conserved and enriched by the labours of the Forest Department. Of the efficiently managed private forests not under the control of the Forest Department the most conspicuous were the over 260 square miles of reserved and protected forests under the Court of Wards in the Ramgarh and Bettiah estates.

The endeavours of the Forest Department to instil into the minds of the villagers the importance to them and their offspring of the preservation of the forests continued, but the results of the recently introduced village *rakhat* system in the Ranchi district did not indicate that the villagers had yet shaken off their distrust of their landlords or of one another, so as voluntarily to limit the exercise of their forest rights. The idea of reserving one-third of the village forest for the landlord, one-third for the tenants and leaving the remaining third for the entire village community would doubtless have been excellent if the people would have co-operated by giving up their old habit of indiscriminate cutting of timber. Unfortunately however there were indications that the villagers themselves were reluctant to prosecute trespassers doing damage in the *rakhat*. On the other hand some of the village *panchayats* appointed to supervise these *rakhats* took interest in their work. It is hoped that when the aboriginal youths now being trained in forestry take up their duties as rangers responsible for supervising the *rakhats* and advising the village panchayats and others how to manage them to the best advantage, the benefits of the scheme will make themselves felt. Twenty-three criminal cases were instituted against trespassers, some by the landlords and some by the tenants and eleven cases ended in conviction. In other villages, notably where no panchayats had been formed, the process of converting the forest land to cultivated fields continued with the same relentless persistence that has long since made of so many districts in the province, including Champaran and Saran,

despite their forest-redolent names, areas where even woods are almost unknown. Unfortunately there were no true afforestation schemes in the province, as distinct from plantations, although in the opinion of the Conservator of Forests the need for acquiring waste land with a view to reafforestation was everywhere apparent. Valuable experiments, however, were conducted in order to improve the available forest stock. The very interesting experiment, begun two years before near Bamiaburu in the Kolhan area of Singhbhum, continued to be keenly watched. The experiment, which sought to irrigate and thereby to improve dry hill type forests by means of earthwork contour channels, had reached the stage when, on a review of the results after the close of the year, Government considered it justifiable to allot Rs. 10,000 for a further extension of the scheme.

The Forest Research Division continued to do useful research work. Much of its time was spent in trying to find a market for the surplus timber of the forests. Although some of the species of timber that grow in the forests of the province are very popular, the difficulties of communication and the expense of railway freights militated against the profitable disposal of all the timber that could usefully be spared. Attempts were made to use natural means of communications as far as possible, and the experimental floating of bamboos from the Sambalpur West Forest Division along the Mahanadi, which had been started in the previous year, continued with sufficient success to justify the extension of the system to Porahat.

The Forest Department persevered in its task of awakening the people to the importance of forests, and a good deal of propaganda by means of lectures, newspaper articles, nurseries in schools, and through the members of the Bihar and Orissa Forest Association was done, and encouraging progress, at least among the more educated classes, was achieved.

The forests of Orissa were apparently more dangerous than those of Bihar, for of the 76 persons reported killed by wild animals during the year 72 succumbed in Orissa. In the Bihar forests only 4 persons were reported killed and 2 injured. On the other hand, Orissa also exacted the greater toll on wild animal life, for of the animals reported to have been killed during the year, namely one rogue elephant, 37 tigers, 26 leopards, 14 bears, 5 spotted and 5 barking deer, 10 deer, 12 sambhars, 2 wolves, 2 bisons, 1 nilgai, 3 dhumas, 19 pigs and 7 wild dogs, the great majority were killed in Orissa.

Irrigation and Flood Protection.

The earthquake damage to canals and embankments and the urgency of restoring the latter before the advent of the flood-season put a severe strain on the Irrigation Department which it met with great efficiency. All the repairs to the flood embankments were completed with considerable despatch and at Baikunthpur in Saran district a retired line, 7½ miles long, was constructed in the short space of less than four months. The result was that when the floods came, all the embankments maintained by the department stood the test and the only breach that occurred was in the Bettiah subdivision where the spill waters of the swollen Gandak burst through the long since abandoned Ranaha retired line of the Champaran embankment. The repairs to the damaged canals were also completed within the year except the repairs to the Baya Sluice and the Teur (Madhuban) canal which had to be closed throughout the year. Even these repairs, however, were completed before the flood-season of 1935. As a further result of the earthquake a new division called the Champaran Irrigation Division with headquarters at Ramnagar was formed from the 1st week of April 1934 and the Rewa and Dhaka subdivisions were revived. A temporary division known as the Tirhut Waterways Division was also formed with headquarters at Muzaffarpur to study and report the effects of the earthquake on the river and drainage systems of North Bihar.

Although the canal system in the province consisting of the Son, Tribeni, Dhaka, Teur, Saran, Orissa, and Orissa coast canals, is much smaller than in some other provinces, notably the Punjab, Bombay, Madras, and the United Provinces, the area under irrigation is not inconsiderable, and there is an ever-increasing demand for irrigation facilities in various parts of the province from cultivators, who would like to see their crops freed from entire dependence on a fickle monsoon. The total irrigated area of both *kharif* and *rabi* crops in the province was 852,727 acres against the previous triennial average of 880,023 acres. Favourable rainfall, earthquake damage, and in Orissa also a certain reluctance to pay for water, were responsible for the decrease in area. On the other hand, a notable improvement was effected in the Tribeni canal where for the first time since its inception irrigation facilities were provided in the pre-monsoon months.

The financial results of the working of the canal systems in the province gave cause for some satisfaction. The total receipts from all the canals increased from Rs. 36,45 to Rs. 37,63. The total working expenses in 1934-35 amounted to Rs. 13,86 so that

the net revenue realized was Rs. 23,78 against Rs. 19,78, in the previous year. As however interest charges on the capital outlay, estimated at over 6 crores of rupees, amounted during the year, to Rs. 20,40, the real profit was Rs. 3,38 against a net deficit of Rs. 63 in the previous year. Of the canal systems in the province, only the Son canals (the most important) worked at a real profit. They were at last able to be classed as a productive work with effect from the 1st April 1934, and succeeded in yielding during the year under review a net revenue of about 7 per cent on the capital invested on them, against over 4 per cent in the previous year. This net revenue, after deducting the working expenses and interest charges for the year, amounted to Rs. 10,23. The Orissa canals for whose existence the Provincial Government were in no way responsible continued to operate at a dead loss, unloved alike by people and Provincial Government. For although the gross receipts exceeded the working expenses by over Rs. 2½ lakhs, the crippling interest charges of almost Rs. 9 lakhs rendered remote all hope of an even eventual profit. Fortunately for Bihar and Orissa, Sir Otto Niemeyer was to decree a year later that the heavy burden of these interest charges were no longer to lie on the shoulders of the Provincial Government. The working of the Tribeni and Dhaka canals during the year showed gross receipts amounting to Rs. 3,58 against working expenses of Rs. 1,10. There was an improvement of a lakh and a half in the working of the Orissa, Tribeni and Dhaka canals during the year as compared with the previous year. The Orissa-coast canal, which is purely a navigation canal, could not pay even its working expenses. On the other hand, the working expenses of the Teur canal, although closed throughout the year for earthquake repairs, were almost covered by the receipts on account of the collections of the arrear water rates of the previous year.

A sum of Rs. 2,54 against Rs. 1,31 was spent on new works and the maintenance and repairs on a length of flood embankments, totalling about 502 miles in Orissa and about 292 miles in Bihar. The rise was due to increased expenditure on original works in Orissa. In addition a sum of about Rs. 3 lakhs was spent on earthquake repairs to embankments including almost a lakh and three quarters on the Baikunthpur retired line of the Saran embankment.

As already indicated the embankments of the province fulfilled efficiently their purpose of protecting the people from floods. In Orissa the floods were fortunately normal. The Sur Lake cut in Puri district and the two mouths of the Chilka Lake at Arkhakud

and a new mouth called "Rumbha" formed during the year in the bordering district of Ganjam, functioned satisfactorily in draining the flood waters into the sea. The high Ganges flood in August threatened the Dinapore-Bankipore embankment and protective measures were successfully rushed through to save the New Capital.

The work of closing the Main Ghai and constructing a spill-way in connection with the Janardhan-Ghai was completed during the year, and the reconstruction of the two bridges on the Grand Trunk Road over the main Eastern and Main Western canals at Barun and Dehri was taken up. The repairs to the Son Head-works and to the Son causeway, necessitated by the abnormal Son flood of August, which rose at Dehri and Barun to within one-tenth of a foot of the highest on record, were taken in hand and completed before the next flood season.

The year was, on the whole, one of sound achievement. Excellent progress had been effected in retrieving the damage done by earthquake and flood. Considerable improvement was discernible in the revenue position, and except to a certain extent in the Tribeni and Dhaka canals, where some of the people had genuinely suffered from the earthquake, and others pretended to have, the collections of the canal rates were good. The river condition on the Son canals, however, was not altogether satisfactory and just after the close of the year considerable anxiety to cultivators and Government alike, was caused by the action of the river in sanding up the canal mouth, and in the consequent curtailment of the supplies of water at a time when it was most needed.

Communications.

The roads in the province fall into three categories; those that are maintained by the Public Works Department, those that are maintained by the local bodies and authorities, and those that are maintained either privately or not at all. Most of the arterial routes in the province are maintained by the Public Works Department. There was a slight decrease in the mileage of roads maintained by the Department due chiefly to the making over of roads at Pusa to the Public Works Department of the Central Government. The total length declined from 1,689 miles of road (1,468 miles metalled and 221 miles unmetalled) to 1,675 miles (1,456 miles metalled and 219 miles unmetalled). The local authorities however maintained an increased mileage of roads. The total length was 30,720 miles, excluding roads within municipal limits maintained out of

municipal funds. Of the 30,720 miles, 2,829 miles against 2,781 in the previous year represented metalled roads and 27,891 miles against 27,650 miles unmetalled roads. A problem of increasing urgency arose for solution owing to the very heavy sugarcane traffic on the roads of North and South Bihar, borne for the most part on iron-tyred bullock-carts, which, though very successful in shortening the life of the roadways, made, unlike the heavily taxed motor traffic, no very conspicuous contribution to their maintenance. Apart from the motor vehicles tax levied directly by the local Government on all motor vehicles in use in the province and distributed to the local bodies for the maintenance of the roads under their charge, the province received up to the end of the year under review subventions totalling Rs. 18,80,586 from the Government of India out of the proceeds of the additional duty on motor spirit for the development of roads. Of this amount Rs. 3,32,801 was received during the year against Rs. 3,42,801 in the previous year. The unspent balance of these grants at the disposal of the local Government increased from Rs. 5,90 on the 1st April 1934 to Rs. 8,43 a year later, including the special grant of Rs. 2,72 out of the sum of Rs. 4 lakhs, promised by the Government of India as a contribution towards the cost of the reconstruction of the Patna-Arrah road which sustained heavy damage, during the August floods, in the very process of construction. Of the four road projects in hand financed by this Road Development Fund the improvement of the Debour-Koderma hill section of the Patna-Ranchi route, the construction of a metalled and bridged surface on the Rajauli-Debour Section and the improvement of the Bakhtiarpur-Bihar Section were almost completed. Work on the fourth project, namely the Patna-Arrah Road received, as indicated above, a severe set-back by the abnormal Son flood, which washed away approximately 2½ miles of the road embankment and seriously affected a bridge. All this necessitated the preparation of revised estimates which now amounted to well over Rs. 9 lakhs as compared with the original estimates of nearly Rs. 7 lakhs. In spite of this blow, however, the work was well on its way to completion by the end of the year under review.

An interesting development was the application of the Son Valley Portland Cement Company of Japla for the construction of an auxiliary line of aerial ropeway over certain villages in the Shahabad district. Preliminary steps for the issue of the necessary notifications under the Bihar and Orissa Aerial Ropeway Act were completed during the year and a year later, in March 1936, when addressing the Bihar Chamber of Commerce, His Excellency Sir

James Sifton commended the Aerial Ropeway Act to the attention of the sugar-mill-owners of Bihar as a possible solution of the road problem raised by the heavy sugarcane traffic.

The competition between road and rail traffic continued to increase. The total length within the province of major railways remained at 3,548 miles. There were a few new lines under survey, namely the Badampahar-Joda line of the Bengal-Nagpur Railway and the Chakia-Sidhwalia Chord and the Muzaffarpur-Darbhanga lines of the Bengal and North-Western Railway. The mileage of light railways in the province, which, unlike the major railways, are to some extent under the control of the local Government, also remained unchanged at 150 miles and no surveys for further extensions were undertaken. There were fortunately no serious railway accidents during the year.

Buildings.

The earthquake, destroying or damaging as it did so many Government buildings, naturally put a particularly heavy burden on the Public Works Department. In the early part of the year the problem of constructing buildings which would be proof against earthquakes engaged the close attention of the Government Engineers. The question of shifting the district headquarters of Motihari and the subdivisional headquarters of Sitamarhi to better sites had to be thoroughly examined and it was eventually decided to construct the new buildings for Sitamarhi at Dumra, 2½ miles away, and for Motihari at Luathaha, 3½ miles away. In the case of the Madhubani subdivisional headquarters it was decided that it was not necessary to shift the entire headquarters to another site but that some of the buildings destroyed by the earthquake should be rebuilt only a short distance outside the original station. Meanwhile the question of providing temporary accommodation for officers, courts, hospitals, etc., in all the earthquake area had to be taken up and it was a matter for satisfaction that all the necessary temporary accommodation had been constructed shortly after the beginning of the year under review.

Before the year had closed all the important earthquake repair work had been completed and only a few minor repairs remained in progress at the end of the year. All the damaged buildings belonging to the Central Government which were capable of repair, had also been completely repaired by the end of the year. Of the important buildings belonging to the Provincial Government, which the earthquake had destroyed, the reconstruction of the following was taken up during the year :—

Muzaffarpur.—The District Judge's and the Munsif's court buildings and the residences for the Collector and the District Judge.

Bettiah.—The Munsif's court and sub-jail buildings.

Chapra.—The residences for the District Judge, the Civil Surgeon and the Collector.

Bhagalpur.—The Excise office building and the Executive Engineer's residence on which work was started.

Monghyr.—Residences for the Subordinate Judge, Assistant Superintendent of Police, Indian Deputy Magistrate and the Headmaster of the Zila School, and the Hindu Hostel attached to the Zila school. The reconstruction of the Teachers' quarters, students' kitchen and the partial reconstruction of the hostel and the school building of the Elementary Training school at Purabsarai, Monghyr, was completed during the year.

Patna.—Residences for the Hon'ble the Chief Justice, the Commissioner, the District Judge, the Superintendent of Police, the Superintending Engineer, the Principal, Bihar College of Engineering, the Subdivisional Officer's residence at Dinapore, the City Magistrate's residence at Gulzarbagh, the residences for the Superintendent and the Deputy Superintendent, Government Printing at Gulzarbagh and the Ayurvedic and Tibbia schools were started during the year. The rebuilding of the Subdivisional Officer's residence at Barh was completed during the year. The construction of a semi-permanent Press building at Gulzarbagh was also finished well before the close of the year.

Repairs to important buildings such as the High Court, Government House, Secretariat, Patna Medical College and Hospital, Science College, Bihar College of Engineering, Training College, Jail buildings and the Survey office at Gulzarbagh, etc., were finished by the beginning of the cold weather.

The expenditure incurred during the year under report in connection with the earthquake on provincial buildings stands at Rs. 20,16,372, viz. :—

	Rs.
Temporary construction	2,69,966
Repairs	14,60,533
Permanent reconstruction	2,85,873

The expenditure on permanent reconstruction of course represents only a small part of the total amount required for the purpose.

CHAPTER X.

Agriculture, Livestock and Co-operation.

Weather and Crops.

While the rainfall during 1934-35 showed a satisfactory total, the distribution, as so often happens, was far from ideal. On the one hand, there was shortage of rainfall during critical periods and, on the other, disastrous downpours, when less would have been ample. In this way a great deal of damage to the crops occurred in Tirhut, Patna and Cuttack. The rainfall in the hot weather months was everywhere far below the average, and although the monsoon was punctual its June contribution was somewhat ungenerous. Consequently the sugarcane crop suffered in the hot weather while the sowing of the *bhadai* crops was delayed. In July and August the rains were everywhere adequate but the Gandak and Sikhrana floods in the Tirhut Division caused not inconsiderable damage to the *bhadai* crops and paddy seedlings in Saran and Champaran. The Gogra, Ganges and Sone floods caused heavy damage to the *bhadai* crops in the flooded areas of Saran, Patna, Shahabad and Gaya. In September the rainfall was on the whole above normal but in October the monsoon was somewhat niggardly with its final *hathia* showers, so that the later paddy crop did not benefit quite as much as it otherwise might have. During the cold weather light showers fell throughout the province, but in November they were sufficiently heavy in North Bihar to delay the winter sowings with the result that the *rabi* outturn was only fair in certain areas.

Autumn crops.

The *bhadai* or autumn harvests of the province include autumn rice, maize, *jowar*, *bajra*, *marua*, sunn-hemp and other minor food and non-food crops. The total area under these crops was estimated to decline from 7,486,600 acres to 7,401,500 acres. These figures cannot claim to be absolutely accurate for, in the absence of any other agency, the village *chawkidar* is the ultimate statistician in a province that certainly does not think in acres, and where even the local *bighas* vary widely from place to place. The reported decrease in the area under *bhadai* crops was attributed partly to the changes in the course of the river Kosi in the north of the Bhagalpur division. The total yield of the *bhadai* crops of all kinds was estimated at 90 per cent of the decennial average against 89 per cent in the previous year.

Winter rice.

Except in the district of Singhbhum, which was hard hit by drought, the weather conditions were on the whole favourable for the winter rice crop throughout the province. The total area under winter rice was estimated at 10,313,400 acres against 9,829,200 in the previous year and the outturn was put at 99 per cent of the decennial average as against 92 per cent in the previous year.

***Rabi* crops.**

Although the districts of Bihar proper form the chief tract where winter crops are grown, certain cold weather crops and vegetables are also grown in Cuttack district and parts of Chota Nagpur. Excluding wheat and oilseeds the area under all the other *rabi* crops including summer rice, spring cereals and pulses, potatoes and other vegetables, tabacco, spices, etc., amounted to 7,266,700 acres, an estimated increase of about 30,000 acres over the previous year. The weather conditions were generally favourable but some damage was done in Palamau district by insect pests and rust. The year's yield of all *rabi* crops was computed at 90 per cent of the normal against 84 per cent in the previous year.

Jute.

Of the non-food crops grown in the province jute is the most important. It is grown in eight districts in the province but chiefly in Purnea and Cuttack. Weather conditions were generally favourable, and although the total area under the crop was estimated at only 165,000 acres against 192,100 in the previous year the condition factor was computed at not less than 77 per cent of the normal, as against 40 per cent in the previous year. During the year the jute crop assumed additional importance owing to the decision of the Government of India to allot half the jute export duty to the jute producing provinces. This added some Rs. 10½ lakhs to the meagre exchequer of the province in 1934-35. Under the Niemeyer Award a year later the proportion of the jute export duty to be allotted to the provinces was to be 62½ per cent with effect from the inauguration of provincial autonomy on the 1st April 1937.

Sugarcane.

The area under sugarcane continued to rise owing to the expansion of the sugar industry. This area during the year was estimated at 444,700 acres against 418,000 in the previous year, and 301,700 in 1932-33. The increase was most marked in the districts of Gaya, Shahabad, Champaran, Muzaffarpur and Purnea. It was a good year for sugarcane and the outturn was estimated at 97 per cent of the normal against 95 per cent in the previous year.

Of the oilseeds, linseed is grown in all the divisions of the province except Orissa, but in spite of a favourable season and the Ottawa preferences given to Indian linseed in the United Kingdom market, the area under the crop showed a continued diminution. In 1934-35 the area sown was 598,900 acres or 32,600 acres less than the figure of the previous year and approximately 75 per cent of the normal acreage. The outturn was estimated at 83 per cent of the average.

Linseed.

The area under rape and mustard showed a slight increase, being 600,300 acres or 2,600 acres more than the previous year's estimate and 97 per cent of the normal acreage (namely of the decennial average). As the yield of mustard is almost double that of linseed and the price was also on the whole higher, the increasing preference for mustard was but natural.

Rape and mustard.

In the province wheat is grown mainly in the Bihar districts and in the Palamau district of Chota Nagpur. The area under wheat was estimated at 1,197,000 acres or 24,800 acres less than in the previous year but as the season was more favourable a greater gross outturn was anticipated. The wheat estimate for 1934-35 was 505,100 tons against 475,900 in the previous year.

Wheat.

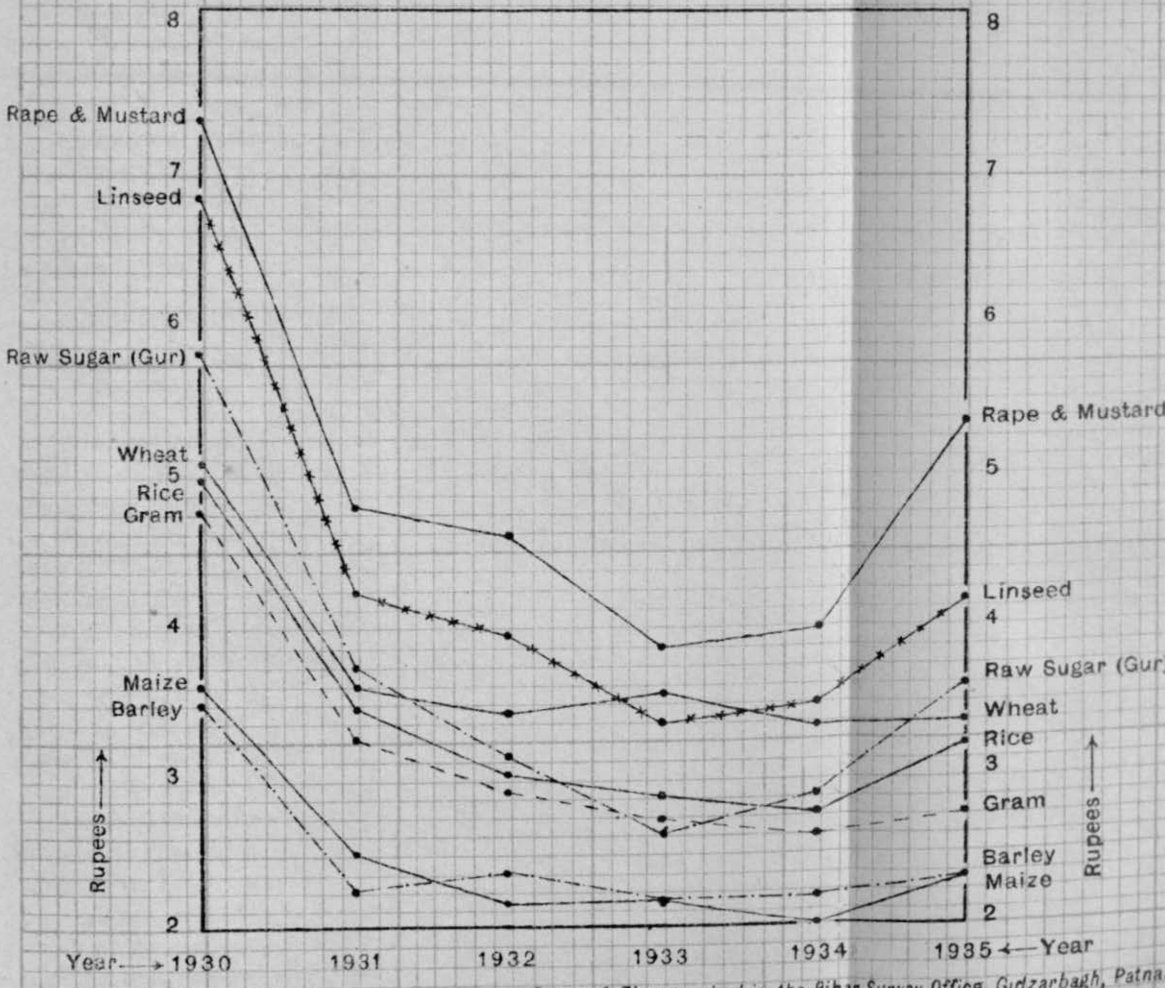
The total area cropped during the year was 29,547,400 acres against 29,165,300 acres in the previous year and the normal area of 31,878,100 acres. Of this area 5,415,600 acres against 4,985,400 acres in the previous year and 5,136,700 normally, bore more than one crop in the course of the year. The actual area of the province under cultivation therefore worked out at 24,131,800 acres against 24,197,900 acres in the previous year and the decennial average of 26,741,400 acres. If the figures are a correct guide, it would seem that in spite of the extension in sugarcane cultivation and the increasing pressure of the population on the soil there was a tendency in the cultivated area of the province to shrink rather than to expand, probably owing to the low prices of agricultural commodities which discouraged surplus cultivation.

Cropped area.

The average price of the cereal crops remained low, although more buoyant, than in the previous year and were it not for the sugarcane crop, which was in great demand during the year, the position of the agriculturist would have remained gloomy. It was, however, widely recognised that the adoption of improved methods of marketing

Prices and marketing.

Graph showing price per standard maund in rupees of important agricultural commodities from 1930 to 1935



Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.

agricultural produce was one way to induce a rise in prices or at least to give to the cultivator the full benefit of any rise in world prices which, in the absence of modern marketing methods, reached him slowly, if at all. With a view to improving the existing machinery the Imperial Council of Agricultural Research devised an all-India scheme to study in detail the marketing of the most important commodities in the country. In accordance with this project a staff, consisting of one Senior Marketing Officer and three Assistant Marketing Officers, was sanctioned for this province and the Senior Marketing Officer entered upon his duties in March 1935. The scheme, financed as it was by the Imperial Council of Agricultural Research except for the emoluments of the Senior Marketing Officer which were borne by the provincial Government, was widely welcomed by the public and no little curiosity was displayed in certain quarters regarding the personnel of the Marketing Staff.

Earthquake and flood measures.

As previously indicated the two agricultural problems set by the earthquake were the disposal of the surplus sugarcane crop, estimated at 150 lakhs of maunds, which the eight damaged factories could no longer crush, and the removal of the earthquake sand from the fields. Apart from the activities of the Cane Marketing Board which started operations early in March 1934 and succeeded, before it dissolved in May, in transporting no less than 2,575,000 maunds of cane to unaffected factories, Government sanctioned the purchase and free issue of 3,250 *gur*-making units to cultivators in need of them. In addition to all the agricultural district staff in North Bihar, 20 kamdars from south of the river were sent across to instruct the cultivators in the art of making *gur*. In all 1,428 *gur*-making demonstrations were given. The emergency manufacture of *gur* continued until the first week of June 1934 and it is estimated that at least 25 lakhs of maunds of cane were crushed in this way. The Agricultural Department had intimate experience of the problem of disposing of the earthquake sand, as its Sugarcane Research Station at Musheri in the Muzaffarpur district was badly sanded up. Fortunately the strong west winds of the spring season removed a good deal of the sand deposits, but the distribution of a bulletin and the appointment of twenty sand-clearing demonstration parties spread a good deal of enlightenment on the problem of dispersal, to be followed up by a campaign of green-manuring and compost-making. Altogether some 700 sand-clearing sets (consisting of a scraper and a Bihar plough) and some 2,000 maunds of *sannai* and *dhaincha* seeds were distributed,

while 1,355 demonstrations of sand-clearing, 1,071 demonstrations of green-manuring and 479 of compost-making were given. To cope with the problem presented by the flood destruction of crops, 15,000 maunds of wheat seeds and 19,000 maunds of gram *khesari*, barley, peas, linseed and *masoor* were distributed through the District Officers to the cultivators of the Tirhut division at the time of *rabi* sowing.

Agricultural research.

The most important functions of the Agricultural Department undoubtedly consist, firstly, in finding out by research and experiment the best crops, varieties of seeds, manures, implements, etc. that will suit the agricultural conditions in the province and, secondly, in propagating the fruits of its research among the cultivating masses. While a great deal had already been done in the first category, a great deal remains to be done in the second owing to the vastness and difficulties of the task in a densely populated and largely illiterate province with extremely meagre finances. The Imperial Council of Agricultural Research continued to encourage research on matters of more than purely provincial importance. The Sugarcane Research Scheme which had begun in 1932-33 at Musheri near Muzaffarpur with a grant of Rs. 1,63 contributed by the Imperial Council continued to make encouraging progress, as also the work at the sub-station in Patna, started under a supplementary grant of Rs. 29,000 in the following year. Although a good deal of damage was done at Musheri by earthquake sand, the research into some 95 varieties of Coimbatore sugarcane continued with appreciable results. The Rice Research Scheme, financed out of a grant of over Rs. 2 lakhs by the Imperial Council of Agricultural Research, continued at the Agricultural Research Institute at Sabour in the Bhagalpur District and at two sub-stations, one at Cuttack and the other at the Kanke Farm in the Ranchi District. Some 5,000 samples of paddy were under study and it was estimated that the research operations now entailed the critical examination of one hundred and fifty thousand single plants annually. Although several years must pass before this research on the paddy strains best suited to the varying conditions in the province is complete, promising results have already been obtained. When it is remembered that the area under paddy cultivation in the province amounts to almost 14 million acres, the great importance in cash value to the cultivators of even a small improvement in the paddy crop can hardly be exaggerated.

A new line of research was begun during the year when the Fruit Research Station was opened at Sabour in April 1934 as

the result of a grant of Rs. 90,000 made by the Imperial Council of Agricultural Research for the purpose of investigating the fruits of the United Provinces and of Bihar and Orissa. The study of some of the most important fruits, such as mangoes, *litchis* and papayas was taken up and a plot of over six acres was planted with 55 varieties of mangoes from all parts of India, and 33 varieties of *litchis* selected in the United Provinces and Bihar. A marked impetus to the fruit products of the province was to be given by the Mango Exhibition held at Patna in June of the following year. Investigation into the cost of sugarcane cultivation and into the single-pan method of making *khandsari* sugar continued. With a view to discover the possible merits of Bihar barleys as raw material for the malting and brewing industries of Great Britain, 20 samples were sent for test to Great Britain in duplicate, one set *via* Calcutta and one *via* Karachi, because of the effects that the sea-voyage has on exported barley. It would seem, however, that in view of the lack of sufficient protein in the Indian diet, the increased consumption of barley within the country rather than its export would be more beneficial, perhaps, to the people of the province.

Work at the Chemical Section at Sabour was completely reorganised during the year. A soil physics sub-section was developed and a soil survey of the province started. A scheme for the systematic study of animal nutrition was prepared for submission to the Imperial Council of Agricultural Research. An important feature of the work at the Chemical section at Sabour was the research undertaken by the Agricultural Chemist in collaboration with the Paddy Specialist and the Horticulturist. In the Botanical section at Sabour, work was somewhat hampered by disease, which spared neither wheat, linseed, peas nor chillies. The barleys escaped, it is presumed because they had been treated with Ceresan before sowing. However, much valuable experience was gained by the Economic Botanist through the outbreak. All the main crops of the province, except rice and sugarcane continued to be studied at the Botanical section.

The Agricultural Engineering Section at Sabour devoted its attention mainly to the installation of open borings and tube-wells. Of 296 borings made during the year 227 were successful. The total depth bored was 18,576 feet against 15,375 feet in the previous year. In addition 118 tube-wells were sunk. The formation of a well-boring circle in North Bihar with headquarters at Muzaffarpur was amply justified by the growing demand for borings and tube-wells in that area. An interesting experiment

was carried out in the sandy bed of the Jumar river on the north side of the Kanke Farm. A horizontal strainer was laid across the river at a depth of about 5 feet. A good deal of water was thus tapped and it is hoped that the experiment may show the way to irrigating cold weather fodders by tapping hill streams that run more or less dry after the rains. The demand for the services of the *Bandhing* Inspectors and surveyors continued, while orders for the *rahat* pump were now received even from persons outside the province.

Agricultural farms.

The five Government Agricultural Farms, one in each of the agricultural ranges of the province, namely, at Sepaya, Patna, Sabour, Kanke and Cuttack, with their subsidiary farms, continued their beneficent activities. Special attention was paid to varieties of rice, sugarcane, wheat, *rahar*, and fodder crops. The cultivation of fruit assumed increasing importance and in Orissa in particular every Government farm had a well-managed orchard in which mangoes, *litchis*, oranges, guavas, plums, bananas, papayas and pine-apples were being grown. Developments in fruit cultivation also took place at the Patna Farm and at Sabour. One of the most important features at the Government farms is the fine breed of cattle that is intensively reared. The Kanke Farm, Ranchi, which specializes in *Tharparkars* and *Sahiwals*, was to draw the attention of His Excellency the Marquess of Linlithgow during his visit to the Farm in July 1936. Unfortunately during the year under review a particularly malignant type of foot and mouth disease attacked the herd, carried off 10 calves, and upset the milk average. None the less a new level was reached for the average daily yield for cows in milk. For this the farm had to thank its good fortune in having acquired the *Tharparkar* Allauddin, a splendid sire, whose extraordinary pre-potency and the excellence of whose innumerable progeny were of more than local fame. At Sepaya too it was to be an unhealthy year. The buffalo herd there were visited with otorrhœa, foot and mouth disease, hæmorrhagic septicæmia, and white scour, so that it was not surprising that 17 succumbed. None the less there was an improvement in the milk supply. On an average 24.7 buffaloes against 23 in the previous year were in milk throughout the year giving 13.5 pounds of milk per head per day against 13.2. Fortunately at the Patna Farm the small Hansi-Hissar herd escaped without disease. Here too the average milk yield per cow per day increased from 10 pounds to 10.23 pounds. The number of animals in the herd at the end of the year was 55, four more than a year before.

Poultry breeding was also pursued at the Kanke, Patna and Cuttack Farms, where small flocks of white leghorns have been established. At Kanke there were nearly 200 hens.

Propaganda.

The wide prevalence of illiteracy handicapped the Agricultural Department, as other Departments, in its most important function of reaching the benefits of its researches, laboriously and expensively arrived at in central institutions, down to the fields of the people. However, whatever could be done to achieve this purpose within the limited finances at the disposal of the department continued to be done. (The gross expenditure on the department from Provincial Revenues was under 6 lakhs, while the Department brought into the treasury almost a lakh and a half.) The work of propaganda is carried on chiefly by the method of demonstration through *kamdars*—capable ploughmen who have served an apprenticeship in a Government Farm. Although the number of this propaganda staff has been gradually increasing, there was still during the year under review only one *kamdar* for every 550 villages in the province or five for every million of the population. The necessities imposed by the earthquake naturally interfered with normal agricultural propaganda, but the very urgency called forth the best efforts of the agricultural officers, and solid results were achieved. The total number of agricultural demonstrations carried out during the year was 14,580 against 3,603 in 1928-29 (the year when the condition of the provincial exchequer was at about its rosiest) and 9,734 in 1933-34. The effect of these demonstrations is borne out by the increasing sales of improved seeds, implements and fertilizers to the public through the agency of the Department. During the year 10,700 maunds of cane seed, 4,105 maunds of other seeds, 15,000 maunds of fertilizers, 855 implements and 1,167 parts of implements were thus sold. In addition it is known that in the South Bihar Range alone some 29,700 maunds of fertilizers, worth well over a lakh of rupees, were sold to the people by non-departmental agencies. It is estimated that the area under improved crops in the province was about half a million acres of which the major portion was under Coimbatore canes. None the less, owing to the persistence of antiquated methods of cultivation, the average outturn of cane from the cultivator's field was only about 14 tons per acre as against up to twice that weight in Government farms. A number of Co-operative Banks and Societies continued to evince an active interest in the work of agricultural propaganda collaborating closely for the purpose with the agricultural officers of Government,

Like other departments the Agricultural Department made full use of the various fairs and exhibitions to bring the results of its researches home to the people. Demonstrations and magic lanterns lectures were a regular features at these gatherings. A full display of the recommendations of the department attracted considerable attention in the fairs at Sonepur, Hijla (in the Santal Parganas) and Bihta, at the Provincial Exhibition in Patna, at the Animal Welfare Exhibition in Ranchi, and at the All-Orissa Agricultural and Industrial Exhibition in Cuttack. Everywhere bulletins were distributed, improved seeds, implements and fertilizers were displayed and, when the season was suitable, demonstrations in gur-and S. B. sugar-making were given. The agricultural engineer demonstrated at Sonepur, Bihta and Cuttack the uses of the *Rahat* water-lift, the Archimedian screw water-lift, portable power-pumping plants, power cane-crushing plants, chaff-cutters and the Norag bullock-power threshing machine, while lectures and advice on tube-wells, borings and methods of irrigation in general were also given. The agricultural periodical ' Kisan ', maintained by the Agricultural Association, continued to enjoy an increasing popularity.

Agricultural education.

There is no Agricultural College in this predominantly rural province, and the medium of the Nagpur Agricultural College has, for the most part, to be utilized by students of the province. During the year four stipendiaries of the local Government graduated, three from Nagpur and one from Agra. All four stipendiaries were offered appointments in the subordinate Agricultural Service—one declined. Four more stipendiaries were due to complete their course at Nagpur in June 1935.

As related in a previous chapter a number of schools held agricultural classes, and in view of the increasing emphasis on vocational education their number is likely to increase still further.

Protection of sugarcane growers.

The protection against foreign sugar granted to the sugar industry in 1932 had resulted in a remarkable expansion, and the number of factories had gone up in Bihar from 12 in 1931-32 to 35 in 1934-35. Meanwhile it soon became apparent, if the tax-payer and the sugarcane grower were not to suffer unduly, that further legislation would be necessary. The ordinary Central tax-payer was somewhat comforted for the heavy decline in Central Revenues, due to the extremely successful operation of the tariff in excluding the entry of duty-paying foreign sugar, by the

imposition of an excise duty of Rs. 1-5-0 per cwt. on all sugar issued from factories with effect from the 1st April 1934. Incidentally, as notice of the imposition had been previously given, an extraordinary scramble for wagons was staged by some factories in the preceding month in order to vacate their stocks of sugar, while there were others that preferred to avoid taxation by adopting the easier course of ' issuing ' their surplus stocks out of the factory premises to the nearest depot in the bazar. The agriculturist, however, was more concerned with another Act passed at the same time by the Central Legislature (Act XV of 1934) which conferred wide powers on the Local Governments to safeguard his interests and to fix a minimum price for the sugarcane he supplied to factories. In September 1934 the local Government convened another conference (the first had taken place at the beginning of the year) in order to discuss matters arising out of the passing of this legislation. As a result the Bihar and Orissa Sugarcane Rules were promulgated and took effect in North Bihar from the cane crushing season of 1934-35. The first notification fixing the minimum price of sugarcane was issued by the Local Government on the 10th December 1934, and the price fixed (calculated according to a scale which is based on the selling price of sugar) was five annas a maund. In order further to protect the growers and to harmonize their relations with the millowners five officers from the Provincial and Subordinate Civil Service were appointed as Inspectors and Advisory Committees consisting of the District authorities and an equal number of representatives of the millowners and the growers were set up in each 'controlled ' district. Testimony was paid to the effectiveness of the measures adopted by the local Government in helping the cultivators by the popular clamour that at once arose urging the extension of the same measures to South Bihar—a step that the Local Government was to take in the following year.

Cattle-disease.

The year for the province, as a whole, was fairly free from cattle-disease. The number of reported outbreaks of epidemic diseases declined appreciably from 5,865 to 4,158. While the number of animals affected was reported as 122,840 against 108,454 in the previous year, the number of deaths in 1934-35 decreased from 14,973 to 14,539. There was a remarkable increase in the number of preventive inoculations, which have done so much in recent years to check the spread of epidemics. The number of animals inoculated during the year was 316,772 against 189,417 in the previous year. The increase in inoculations was chiefly due to the reduction in the

price of certain Muktesar products and the recent extensive adoption of the inexpensive goat blood and tissue virus method of inoculation against rinderpest. Some 163,134 animals were inoculated against rinderpest in this way and only 641 animals out of all those inoculated died. As a precaution against anthrax, of which disease there were two outbreaks in the Orissa Range, including an outbreak among the horses of the Mounted Military Police at Jamshedpur, 49 horses were protected with anti-anthrax serum. There was also, an increase in the number of animal patients treated by the touring veterinary assistant surgeons. The number rose from 321,644 to 354,831. In addition 33,268 old cases were treated while medicines were supplied in 70,107, chiefly for foot and mouth cases. It is true however that the percentage of outbreaks of epidemics attended by the staff of the veterinary department continued to decline from 95 in 1932-33 through 90 to 86. This was due to the preoccupation of the touring veterinary assistant surgeons with their attendance at field dispensaries and their goat virus work, in which directions appreciable progress was maintained. In the veterinary field again, the limitations of the provincial finances operated as a check to the progress that could be effected with ampler funds. The total expenditure of the department, including College and Farm, amounted to Rs. 6,77 against Rs. 6,82 in the previous year. Of this total Rs. 4,22 was spent from the Provincial Revenues and Rs. 2,55 from the funds of the local bodies. On the other hand the total receipts of the department increased from Rs. 1,13 to Rs. 1,21.

Veterinary hospitals.

There was no increase in the number of veterinary hospitals. These remained at 33, but there was an increase in the number of patients treated in them. The number was 93,587 against 91,527 in the previous year. In addition 19,330 castrations were performed against 17,335 in 1933-34 and 13,324 patients not brought to the hospitals were supplied with medicines against 12,774. The total number of castrations performed both by the touring and stationary staff totalled 110,034 against 96,222 in the previous year. There was a welcome increase in the number of field or touring veterinary dispensaries which stood at 139 on the 1st April 1935 against 134 a year before. Although they were now only in their third year, the popularity of these peripatetic institutions continued to increase and as many as 123,075 animals were treated at these dispensaries against 100,730 in the previous year.

The cattle-breeding and dairy farm maintained by the Veterinary Department at Patna continued to prosper. The Farm was a dual-purpose breeding centre, its activities being mainly directed towards producing Tharparkar cross-bred animals in addition to pure Tharparkars. Opinion among experts appears to be divided about the desirability of 'dual purpose' breeding but, whatever the scientific advantages of breeding only for milk or only for the plough in countries where there are no difficulties in disposing of superfluous cattle of the unwanted sex, it seems that as long as the present economic conditions and the social and religious sentiments of the masses of the people do not alter, 'dual purpose' breeding by which both the males and the females can give good, even if not ideal, results, will continue to have its protagonists in India. The Veterinary Department supervised, as usual, the maintenance of stud bulls at the veterinary hospitals of the province. On the 1st April 1935, apparently as a result of casualties, there were 31 such bulls against 36 in the previous year. During the year four bulls were supplied by the Farm to different local bodies. The total strength of the herd at the Farm was 610 at the end of the period under review. The average number of cows in milk during the year was 111. The total milk yield increased from 327,390 lbs. in 1933-34 to 391,464 lbs. Some 357,095 lbs. of milk were sold against 299,507 in the previous year and there was also a sale of 531 lbs. of cream and 349 lbs. of *ghee*. The total revenue of the Farm amounted to Rs. 60,789 against an expenditure of Rs. 52,166.

The Cattle Farm.

The fifth session of the College began from the 2nd July 1934. Admissions numbered 25 against 24 in the previous year and 10 in the year before. Including the new entrants, there was a total number of 56 students. At the end of the year 47 remained. In the examinations 38 were successful and 10 took their diplomas from the College, one with distinction in Pathology and Bacteriology. There was no very tangible result in the research laboratory although researches on *kumri* were pursued.

The Veterinary College.

The College catered for a good many students from other provinces. Most of the students lived in the hostel attached to the College. The total expenditure on the College declined from Rs. 84,200 to Rs. 76,422.

The importance of propaganda was not overlooked. During the year 5,023 lectures were delivered by the staff on various veterinary subjects at fairs and gatherings. Pamphlets on the various cattle diseases were

Propaganda and research.

distributed, and models, charts and instruments exhibited and explained. The Department also participated in two important exhibitions, where magic lantern lectures were given and greatly appreciated. Lectures on common cattle diseases and the care of animals were also delivered to the students in some of the Middle English schools of the province.

Apart from the researches into *kumri* mentioned above investigations into several diseases and their methods of treatment were carried on. The Disease Investigation Officer continued to work on the immunizing of cattle against rinderpest by the goat virus method. Experiments were also undertaken to determine safer doses of this prophylactic for buffaloes and to find out the duration of the immunity conferred.

Prevention of cruelty to animals.

The number of inspectors employed by the Bihar and Orissa Society for the Prevention of Cruelty to Animals increased from four to six. The Society extended its operations over 30 municipalities. Of 3,001 cases reported or prosecuted under the Prevention of Cruelty to Animals Act, 2,366 ended in conviction. The fines realised by these prosecutions amounting to Rs. 9,446 were credited to the Society's funds. The Society held an animal show at Patna attended by His Excellency the Governor and Lady Sifton; and there was also an animal welfare exhibition in Ranchi.

The Co-operative movement.

It was not surprising that a year, when the earthquake served merely to emphasise the gloom already cast on the movement by the economic depression, should not have marked any real progress in the realm of Co-operation. The Government of India came to the rescue of earthquake damaged institutions by a grant of Rs. 75,000 for the repair and restoration of Co-operative buildings while a Government grant of Rs. 37,000 was also made to the Co-operative Federation to cover remissions of levies on societies in the earthquake area. Some of the central banks and societies showed commendable spirit in contributing to the Viceroy's Earthquake Relief Fund and help was also received from Co-operative institutions outside the province.

During the year 1934 the number of new Co-operative societies registered was 77 against 95 in the previous year. The total number of working societies continued to decline from 9,054,

through 8,901 to 8,882. There was also a deterioration in the classification of societies as the table of percentages below shows :—

		1932.	1933.	1934.
A (Model)	...	3.1	2.1	1.5
B (Good)	...	11.5	10.2	9
C (Average)	...	69.9	69.3	68.4
D (Bad)	...	13.3	15.5	17.4
E (Hopeless)	...	2.2	2.9	3.7

The Angul Central Co-operative Union had the distinction of securing the highest percentages, namely 37.2, of model and good societies, while at Giridih apparently the position had so greatly deteriorated, that no less than 68.3 per cent of the societies were classified as bad and hopeless. It must, however, be remembered that the method of classification itself is not always a model index of the true state of affairs. Cases of malpractices that came to light, including embezzlement and attempts to defraud, though fewer, were still too numerous. Of 33 cases during the year 12 were prosecuted and six ended in conviction. Government was to meet this problem in the following year by sanctioning an elaborate inspectorate to supervise more closely the working of the societies.

The Provincial Co-operative Bank.

The Provincial Co-operative Bank comprising in its membership 85 banks and societies, and 37 individuals against 27 individuals in the previous year, completed the twenty-first year of its existence under the chairmanship of Dr. Sir Syed Sultan Ahmed. The working capital of the provincial bank continued to increase. It stood on the 1st January 1935 at Rs. 96.70 lakhs against Rs. 92.15 lakhs in the previous year. The increase was due to a further overdraft of Rs. 5 lakhs from the Imperial Bank of India. The subscribed share capital was Rs. 18.78 lakhs against Rs. 18.72 lakhs in 1933, and the paid-up share capital increased slightly from Rs. 6.08 lakhs to Rs. 6.11 lakhs. Due partly to the financial difficulties of the central banks the share capital hardly increased as fast as it should. The deposits held by the Bank on the 1st January 1935 amounted to Rs. 78.03 lakhs against Rs. 78.96 lakhs in the previous year. Owing to a decrease in fresh deposits and renewals, the rates of interest for fixed deposits, which had been lowered in the previous year, had to be raised further from 3½ and 4 per cent for one year, or two or more year deposits respectively, to 4 and 4½ per cent. The average rate during the year, however, was 4.05 per cent

against 5.07 per cent in the previous year and 5.53 per cent in 1932. The Bank continued to follow a policy of caution in the matter of fresh advances to central banks. There was a great decline in the amounts of loans advanced to central banks and societies. These totalled only Rs. 3.58 lakhs against Rs. 12.67 lakhs in 1933. The rate of interest charged by the Bank on fresh loans was 6 per cent for one and two years and 7 per cent for three years or more. Although there was a substantial increase in the margin of safety between the borrowing and the lending rates (a margin of Rs. 2.15 per cent against Rs. 1.13 per cent in the previous year) the Bank did not consider it prudent to reduce its lending rate owing to the heavy increase in its arrears due from the central banks. The total amount of the loans due by banks and societies on the 1st January was Rs. 59.16 lakhs against Rs. 58.17 lakhs a year before. The percentage of collection on the total demand, including arrears, due from the central banks and societies was 39.5 in the case of interest and only 5.9 in the case of principal. The overdues amounted to Rs. 34.25 lakhs principal and Rs. 2.83 lakhs interest. Nevertheless the Provincial Bank managed to show a profit of Rs. 1.44 lakhs on the working of the year and was able to increase its statutory reserve from Rs. 3.45 lakhs to Rs. 3.79 lakhs and its reserve for contingencies (a cover for bad debts) from Rs. 1.10 lakhs to Rs. 1.22 lakhs. Out of the profits of the year Rs. 67 was to be added to this cover to bring it up to Rs. 1.89 lakhs.

In January 1935 the Provincial Bank drew a loan of Rs. 16 lakhs for 15 years at 4 per cent, advanced by the local Government to enable the Bank to strengthen its long-term resources. The loan, by enabling the Provincial Bank to repay its matured deposits and to advance fresh loans to the central banks for the purpose of repaying their matured deposits, materially added to the long-term resources of the co-operative movement. A second loan of Rs. 4 lakhs at 4 per cent repayable in 4 years was drawn by the Bank in March 1935. This was advanced by the local Government to enable the Provincial Bank to strengthen its fluid resources.

Central Banks and Unions.

The number of central co-operative banks and central unions remained stationary at 66. Their working capital decreased from Rs. 227.04 lakhs to Rs. 224.7 lakhs at the end of the year. The fall was due mainly to a decrease in deposits. There was also a slight fall of Rs. 22 in the share capital which amounted to Rs. 22.03 lakhs on the 1st January 1935. The paid-up share

capital constituted as before 9.8 per cent of the working capital. There was a welcome tendency in the size of the somewhat bulky directorates of these institutions to decrease and the proportion of 'village' directors—representatives of village societies—to increase. The Siwan Central Bank indeed went so far at its annual general meeting as to exclude altogether preference-share-holding directors. On the other hand the Cuttack Central Bank also made history by electing a lady to its directorate. The total reserves increased from Rs. 17.87 lakhs to Rs. 18.12 lakhs. The statutory reserve which amounted to Rs. 9.96 lakhs on the 1st January 1935 was responsible for almost the entire increase. The deposits at these institutions declined from Rs. 133.54 lakhs to Rs. 129.91 lakhs. The greatest decrease was in the Central Co-operative Bank at Bihar of Rs. 1.18 lakhs. On the other hand the banks at Banka, Rohika, Bettiah and Samastipur showed appreciable increases. Of the total borrowed capital of Rs. 187.46 lakhs on the 1st January 1935 deposits accounted for 69.3 per cent. The great bulk of the total deposits of Rs. 129.91 lakhs was held by individuals outside the co-operative movement. These held deposits to the extent of Rs. 105.42 lakhs, individual members to the extent of Rs. 20.06 lakhs and co-operative societies to the extent of only Rs. 4.43 lakhs. The following tables of principal and interest will show at a glance the increasingly depressing state of the collections made by banks against the sums due to them from the societies.

PRINCIPAL.

Year.	Total demand.	Total collection.	Percentage. of collection.	Over-dues.
	Rs. (lakhs).	Rs. (lakhs).		Rs. (lakhs).
1930 ...	75.50	26.66	35.3	48.84
1931 ...	83.56	13.17	15.7	70.39
1932 ...	109.04	11.07	10.1	97.97
1933 ...	124.90	8.28	6.6	116.62
1934 ...	137.78	6.89	5.0	130.89

INTEREST.

Year.	Total demand.	Total collection.	Percentage of collection.	Over-dues.
	Rs. (lakhs).	Rs. (lakhs).		Rs. (lakhs).
1932 ...	24.73	11.31	45.3	13.42
1933 ...	32.00	12.62	39.4	19.38
1934 ...	37.71	12.14	32.1	25.57

As regards principal as many as 36 banks or more than half the total number were not able to reach even 5 per cent collections,

while the very best results were less than 50 per cent at Godda (48.6 per cent) at Deoghar (35.8) and the Dhanbad Co-operative Institute (34.1). As regards interest the state of affairs was somewhat better. Sixteen banks had a collection varying between 50 and 99 per cent and in three banks the collections were below 10 per cent. The Dhanbad Co-operative Institute did best with interest collections of 98.6 per cent followed by Godda (96.4), Deoghar (94.5), Jamtara (88.05) and Giridih (76.4). The combined percentage of collection of principal as well as interest thus worked out to 10.8 against 13.3 in the previous year. It is possible that the meagre collections of the year were due in part to the natural calamities that had visited the province, but slackness in collections on the one hand and, on the other, increasing listlessness on the part of members induced by the hopelessness of outlook that the ever-growing burden of overdues inculcated, also played their part. Until therefore a real stimulus such as an appreciable rise in commodity prices advenes it is idle to expect that a mere sense of duty will impel the heavily indebted members fully to reimburse the banks for their improvident lending in the past. Having learnt their lesson the banks now continued their policy of extreme caution in making advances. The total advances made to societies during the year further declined from Rs. 7.52 lakhs to Rs. 5.99 lakhs. In the opinion of the Registrar of Co-operative Societies fresh financing had fallen to a perilously low level and the diversion of fresh capital into the movement, together with the organization of new societies on sound lines and the improvement of the old ones, was the supreme need of the movement.

Rural development.

As previously indicated, a number of banks in spite of the financial stress encouraged agricultural improvements. Twenty-four banks participated in the work of demonstrating the utility of chemical manures and improved seeds. Twelve banks, of which the majority were in Orissa, continued to employ trained *kamdars*. The Khurda Bank also maintained a development officer and the Balasore Bank an agricultural inspector. The sums advanced by societies to their members for the purposes of land improvement, including the reclamation of waste land, the construction of *bandhs* and the sinking of wells, amounted to Rs. 8,009 against Rs. 7,140 in the previous year. On the other hand the tube-well sunk by the Central Union at Harirajpur at a cost of Rs. 1,234 proved a failure. A number of banks and societies devoted their attention to the improvement of sanitation and medical relief. Medicines were freely distributed during cholera and other epidemics, village roads

were cleaned and repaired, wells were disinfected and cattle inoculated. In the Darbhanga district three Ayurvedic dispensaries were maintained from the contributions of members of co-operative societies. In the Dhanbad Institute area no less than 45 new wells including a *pucca* one were excavated in three villages. Through the joint labour of members the Ranchi Central Bank was able, without expenditure, to excavate new wells in six societies and tanks in two. In the Kujang area tanks in ten villages were re-excavated and cleared of weeds by the members of societies.

Attention was increasingly paid to the promotion of cottage industries although the financial strain caused a set back in some places. In the Khurda and Cuttack areas eri-culture and eri-spinning continued to be popular in several societies and at Khurda a marketing organization was started in collaboration with the Department of Industries to promote the sale of the locally manufactured products. The Angul Central Union maintained a weaving school for boys of the depressed class. Although there was a decline in the funds that the Central Banks allocated to educational development—the amount fell from Rs. 4,079 to Rs. 2,275—thirty-two new schools, of which seventeen were in the Cuttack circle, were started by the banks during the year bringing the total number under their management to 151. The central bank and societies in the Ranchi district took the keenest interest in matters of education. Orissa again led in the matter of adult education, the majority of the 40 night classes that were started being there. The example of the Fasioda night school in the Khurda area merited to be widely emulated. This school which taught 90 adults ran without any outside help. The method adopted was for the teacher to advance his services free, while his grateful pupils gave him a recompense of one rupee each on completion of their training.

A number of rural welfare centres continued to do valuable work. The centre at Choudhuar in the Cuttack area gave practical lessons on its demonstration farm. The centre at Tihiri in Bhadrak advanced in its literacy campaign. The centre at Irba in the Ranchi district did some good work in improving communications. The Nichitpore village welfare society was in some ways unique. Every householder in the village was a member of the society. Apart from a *pucca* school constructed by the labour and voluntary contributions of the members, the old system of joint cultivation of sugarcane was widely in vogue. Some 60 wells provided irrigation facilities which

were absent before the organization of the centre when only 3 wells existed. Consequently the kitchen garden attached to the house of one of the office-bearers of the society was a delight to the eye in a village where the importance of having proper manure pits was fully understood. The Palamau Village Welfare Association continued its activities with the assistance of a gazetted officer deputed by Government to further its comprehensive programme. The Kurthaul and Dahaur centres in the Patna district made appreciable progress in education. At Dahaur there was also a small library attached to the school, constructed by the members, for the use of adults. In the Rajmahal area the Lalmati centre showed good results in promoting literacy—the number of pupils under training increased from 187 in 1932 to 344 in 1934. It also maintained 35 manure pits. Impressed with the importance of furthering rural development the local Government approved a five-year scheme for opening five rural development centres, one in each division of the province and Rs. 50,000 out of the Government of India Rural Development grant, announced by Sir James Grigg in his Budget Speech in the spring of 1935, was devoted to financing this project.

Societies.

The vast majority of the primary societies are agricultural credit societies. The others include Provincial Societies consisting of Government servants, employees' societies, certain urban credit societies, artisans' societies, weavers' societies, fishermen's societies, depressed class societies and co-operative stores. The agricultural societies in the province, including 69 grain *golas* of which 34 were in Angul, declined in number from 8,479 to 8,466. Their membership, however, increased by 2,496 to 230,734. On the 1st January 1935, the paid up share capital and the working capital of these societies amounted to Rs. 15.54 lakhs and Rs. 209.31 lakhs respectively against 15.71 lakhs and 212.90 lakhs a year before. Liquidations and, in the case of the working capital, a shrinkage in credit, were chiefly responsible for the decrease. The reserve fund increased by Rs. 1.85 lakhs and stood on the 1st January 1935 at Rs. 36.92 lakhs. The percentage of paid-up share capital and reserves against the working capital increased from 23.8 to 25.06. There was a negligible increase of Rs. 2,000 in the amount of loans advanced during the year, the total rising from Rs. 5.41 lakhs to Rs. 5.43 lakhs. The measure of stagnation was the measure of the decline in the credit of the members. The number of non-agricultural working societies rose by 7 to 317. Their total membership was 31,564. Their share capital was Rs. 15.61 lakhs

and their working capital Rs. 48.93 lakhs. Their reserve funds amounted to Rs. 5.15 lakhs and they showed a profit of Rs. 1.88 lakhs on the year's working.

Although there was a good deal that was deplorable in the working of the co-operative societies there was yet no reason to despair. It is true that 100 working societies were liquidated during the year and the registration of 30 others which were serving no useful purpose was also cancelled. This was, however, far fewer than the 259 cancellations of the previous year.

The Co-operative Federation.

The Bihar and Orissa Co-operative Federation had another bad year. At the annual session of the Federation Congress held at Chapra in December 1934 under the presidency of Rao Bahadur N. K. Kelkar, a former Minister of the Central Provinces, the recommendations of a sub-committee, appointed by the Federation Council to revise the constitution of the Federation, were passed with some modifications. The revised constitution, among other changes, aimed at reducing the size of the Congress to manageable proportions and at decreasing the cost of annual meetings. An important change contemplated decentralization in the matter of every day work by charging the Divisional Boards with definite functions and providing them with a certain income. The Congress, through the audit staff of 87 permanent auditors maintained by the Federation, was of course to continue to be responsible for the work of auditing the societies' accounts. A detail of interest was the change in designation of the Head of the Federation from 'Governor' to 'President' and of the 'Council' of the Federation to 'Governing Body'. The financial difficulties of the Federation were accentuated by earthquake and flood. A policy of drastic retrenchment was pursued. Not only were increments of pay falling due during the year withheld, but a 10 per cent cut on all salaries above Rs. 40 a month and on all travelling allowance bills except those of peons was imposed. In the case of the members of the Governing Body the cut in travelling allowances amounted to 20 per cent. Ten local auditors including 2 probationers were retrenched; the posts of Assistant Propaganda Officers were abolished and the work of the Durga Prashad Co-operative Institute and the Cuttack Training Institute was severely curtailed. The regular activities of the Federation were thus more or less paralysed and for months the Federation seemed on the brink of bankruptcy. The total receipts of the Federation during the year amounted to Rs. 2,62 against an expenditure of Rs. 3,16. The deficit of Rs. 54,561 was met by an

over-draft from the Provincial Bank while Government came to the rescue with a special grant of Rs. 37,000 to cover the cost of remissions of contributions from societies in the earthquake areas. In spite of the retrenchments imposed, the propaganda officers maintained by the Federation continued to do good work in the cause of rural development. The Federation continued to publish the Bihar and Orissa Co-operative Journal and the Hindi magazine ' Sahyog ' and in order to make the Journal more popular it was decided to turn it into a monthly. The Chart Artist of the Federation made 79 charts and 103 slides, besides a number of photographs. His charts were exhibited at the All-India Economic Conference held at Patna in December 1934.

Future prospects.

Although the co-operative movement went through another year of difficulty there was cause for the hope that better days were in store. The manner in which some of the central banks and societies have withstood the stress of the years of the economic depression indicated that with sound management the movement could anticipate a better future. The reduction in borrowing rates and the forbearance shown by depositors furnished an opportunity to the Registrar to introduce measures to rehabilitate those of the central banks whose financial position gave cause for anxiety. In order to facilitate the process Government undertook legislation which was passed with general approval. The example of the Chota Nagpur Christian Bank, where 69 out of 209 societies were non-borrowing institutions that worked with their own capital, shed a ray of enlightened self-interest showing others the way. Among the non-agricultural societies the Bihar Weavers' Co-operative Society which supplied goods worth Rs. 31,296 to the Cottage Industries Institute and earned a profit of Rs. 4,692 on a working capital of Rs. 5,026, was an outstanding instance of the possibilities of the movement, if properly conducted. The increasing emphasis given to the work of rural development was another happy sign of progress. The sympathetic attitude of the local Government which came to the relief of the movement by legislative measures and by loans and grants and by a reorganization scheme, calculated to improve supervision at a recurring cost of over Rs. 50,000 to the provincial exchequer, and the benevolence of the Government of India with its rural development grants and grants for developing a co-operative organization among sugarcane growers and for co-operative education and training, were all to infuse courage into the dispirited worker and to stimulate to fresh life a movement in which trained observers have seen the hope of rural India.

CHAPTER XI.

Commerce and Industry.

General.

After agriculture and the cottage industries, the chief industries of the province are the mining of minerals, mainly coal, iron, mica and copper in Chota Nagpur, the manufacture of metals on an extensive scale in the Jamshedpur area and the white sugar industry in North and South Bihar. The exploitation of the Chota Nagpur mineral deposits—the richest in India—has largely been the work of persons outside the province, and although the labouring and other classes in the province have undoubtedly benefited in the process, the province has had the dissatisfaction of seeing its irreplaceable wealth go to swell the coffers of individuals and corporations outside the province with little or no profit to the provincial exchequer. The case of the sugar industry is somewhat different. While here again the factories have been set up largely—though not entirely—by extra-provincial bodies or individuals, the capital invested by them has been of direct and recurring benefit to the cultivators of the province, and even if the profits derived from the fields of Bihar have largely gone outside with no gain to the provincial exchequer, yet the province can have no reasonable cause for complaint in a situation where the concumers and tax-payers of the rest of India are also supporting, at considerable cost, a tariff that ensures the prosperity of its fields. Another striking contrast between the mineral and the sugar industries is that while the former have fostered the growth of urban areas and created a modern industrial town at Jamshedpur, the sugar factories lie dotted round the countryside of north and south Bihar, conspicuous from afar to the eye and sometimes to the nose, in surroundings of almost unbroken rusticity. This is indeed the great advantage of the sugar industry, that instead of spreading the evils of 'industrialization' over a contracting countryside, a process to which large areas in England and Japan for instance have been victim, it has brought the benefits of modern industry to the door of the agriculturist. For however spectacular may have been the rise of Jamshedpur or the growth of the urban area in the Jharia coalfields it is important to remember that only a tiny fraction of the population of the province, not much more than one per cent, is or can, in the foreseeable future, hope to be employed in all her mines and factories. It is therefore evident that whatever the

importance to the province of her highly organised modern industries, it is to improvements in agriculture and to the expansion of cottage industries that she must chiefly look for a rise in the standard of living of her people, except where, as in the case of the sugar industry with its great home market, agriculture and modern industry can go hand in hand for their mutual benefit.

Coal.

The coal trade, which extends its mining operations over the districts of Manbhum, Hazaribagh, the Santal Parganas, Sambalpur and Ranchi and employs far more labour than any other mining industry in the province, showed some slight signs of improvement, although it was still depressed. Some 12,322,161 tons of coal, or some three-fifths of the entire output of British India, were extracted in the province against 10,939,693 tons in 1933. The average number of persons employed daily in the coalfields of the province was 90,679 including a declining number of 13,938 females of whom 6,305 females were employed underground*. There was a general increase in the average output of coal per person employed. The increase may have been due to the increased demand for coal and also to the increased output from the extraction of coal in pillars. There was no dearth of mining labour. Although there was a further slight reduction in the rates paid to labour, the weekly earnings of the miners were on the whole probably higher than in the previous year, owing to the greater number of days per week the mines worked. The general health of the labourers was on the whole satisfactory.

The increase in the demand for coal during the year, was unfortunately not altogether accompanied by a rise in prices. There was no improvement in the prices received for steam coal. Prices for slack coal however improved considerably, the prices for all grades of small coal rising by as much as Re. 1 to Rs. 1-8-0 per ton. This was chiefly due to the demand for brick-burning and cement in connection with the work of earthquake reconstruction, and also to the increased activity at the Iron and Steel Works. Incidentally the earthquake had a more direct effect on the Jharia coalfields. This was the interesting phenomenon that followed the earthquake of a remarkable increase in the amount of water flowing into the deeper workings of some of the mines. In one large colliery, it is estimated that nearly three times as much water entered the workings of the mine in the fortnight following the earthquake as in the corresponding period of the previous year.

* With effect from the 1st July 1937 the employment of female miners underground has been prohibited.

The continued depression in the coal trade was to be followed in the next year by a number of catastrophies, that necessitated the setting up by the Government of India of a Committee of Enquiry to investigate the problems arising out of the insecurity of the mines, and the destruction, by numerous fires and wasteful methods of extraction, of a valuable national asset.

The Indian Soft Coke Cess Committee continued its endeavours to popularize the use of soft coke as a domestic fuel and the despatch of soft coke from the coalfields of the province increased further from 823,073 tons in 1933 to 860,478 tons. The price however remained stationary. In a predominantly agricultural country, where agriculture suffers from lack of manure, where the coal industry is languishing for lack of a market, and where the cultivator burns his valuable cow-dung as fuel instead of returning it to the earth, there is evidently something amiss. And all the more so in a province with a plentiful supply of labour, where the cow-dung burning cultivator and the unburnt coke are almost contiguous. The question of replacing cow-dung by coke engrossed public attention sufficiently to become the subject of a formal resolution in the Legislative Council at Ranchi in 1935, but not until the Indian Soft Coke Cess Committee, the Co-operative movement and the Railway Board get determinedly together to tackle a problem whose successful solution must benefit alike the coal industry, the railways and the people, is anything of practical value likely to result.

Iron.

The total output of iron ore from the Singhbhum field, the most important in the country, increased appreciably from 616,946 tons in 1933 to 810,547 tons. This was however still much less than the production in 1929. The number of persons employed during the year showed a still higher proportionate increase over the number in the previous year rising from 3,191 to 5,214. There was an ample supply of labour available at the iron ore mines. There were no strikes or epidemics during the year and the general health of the workers was good. The iron and steel industry had a fairly prosperous year. The Tata Iron and Steel Company, Ltd., worked at full capacity and simultaneously effected further developments in their plant. The number of employees rose from 20,848 to 27,001 and in the middle of 1935 the Tata concern was to share its prosperity with its employees in the form of an appreciable bonus.

Mica.

The production of mica also showed an increase. The total output in the mica field of the province (by far the most important in India), situated

chiefly in the Hazaribagh district, with the bordering areas of the Gaya and Monghyr districts, rose from 32,674 cwt. to 45,979 cwt. (of which 33,300 cwt. were mined in Hazaribagh and the remainder in Gaya—there was no output during the year from the Monghyr area which springs into activity only in boom years). The number of persons employed in and about the mica mines increased from 10,629 to 12,853. The supply of labour remained plentiful with the result that there was little change in the rates of wages. Certain areas were affected by severe epidemics of small-pox. The Bihar and Orissa Mica Act, though unpopular with a section, proved increasingly helpful to all legitimate traders and was largely successful in its object of reducing theft. Proposals were put forward to extend its operations beyond the borders of the Hazaribagh district so as to cover the whole of the mica field.

Copper.

The entire output of copper ore in British India is from the mines of the Indian Copper Corporation, Ltd., in the Singhbhum field with its centres at Mosabani and Dhobani. The total extraction rose considerably from 201,722 tons valued at Rs. 22,13 to 328,676 tons valued at Rs.34,20. The great expansion in this industry is a matter of recent growth for only seven years before the whole output was merely some 5,000 tons. The number of persons employed in the extraction of copper ore increased from 2,050 to 2,787. The production of refined copper rose from 4,800 tons to 6,300 tons. The rolling mills produced 8,180 tons of yellow metal sheet and circles, involving the use of 5,256 tons of copper. In the previous year 6,143 tons of yellow metal sheet consuming 3,774 tons of refined copper had been produced. The average selling price of copper ingots during the year remained at Rs. 599 per ton while that of yellow metal fell from Rs. 631 to Rs. 584 per ton.

Other minerals.

The following table gives details of the other important minerals produced in the province.

Mineral.	Districts where found (in order of quantity extracted).	Output in tons in 1933.	Output in tons in 1934.
Manganese ore ...	Singhbhum ...	7,453 ...	15,112
Chromite ore ...	Singhbhum ...	7,068 ...	7,010
Steatite ...	Singhbhum and Hazaribagh.	1,108 ...	284
Slate ...	Monghyr and Singhbhum.	1,812 ...	1,378
Limestone ...	Shahabad, Ranchi, Singhbhum and Hazaribagh.	217,320 ...	292,785

Mineral.	Districts where found (in order of quantity extracted).	Output in tons in 1933.	Output in tons in 1934.
Stone (chiefly igneous rock).	Santal Parganas, Gaya, Monghyr, Manbhum, Singhbhum, Shahabad, Palamau and Bhagalpur.	464,891 ...	953,931
Sandstone ...	Shahabad ...	24,557 ...	29,359
Gravel ...	Singhbhum ...	...	6,618
Fireclay ...	Manbhum, Sambalpur and Palamau.	21,711 ...	29,146
China clay ...	Singhbhum and Bhagalpur.	10,549 ...	11,672
Barytes ...	Manbhum ...	...	180
Ochre ...	Manbhum ...	...	50
Asbestos ...	Singhbhum ...	...	400 cwt.
Gold ...	Singhbhum and Manbhum.	267 ounces	114 ounces (the total output of British India excluding Burma).

Factories.

The statistics of the working of factories in 1934 show a slight lifting of the depression. The number of registered factories in the province rose from 347 to 359. Twelve new sugar factories (nine working with vacuum pans) were mainly responsible for the net increase. The number of registered factories that remained closed throughout the year declined from 58 to 52. Most numerous among this dismal group were rice mills (17) and indigo mills (11). Of the 307 factories that were working during the year 250 were perennial and 57 seasonal.

The number of persons employed in factories (and in the term are included only those power-using concerns that employ not less than 20 workers) continued to rise from 65,513 in 1932 through 72,254 to 78,224. The sugar factories were chiefly responsible for the increase, although general engineering and foundries also accounted for an appreciable number. There was however a decrease in employment of about 2,000 persons in the tobacco factories. The greatest increases in employment consequently occurred in the districts of Singhbhum, Champaran, Purnea, Darbhanga, Manbhum and Saran, and the greatest decrease in Monghyr. The rates of wages in factories remained much the same. They ranged from an average of 6 annas a day for unskilled male adult labour and some three times that sum for skilled labour to about Rs. 4-10-0 a day for supervisors of skilled labour. Female unskilled labour earned about 5 annas a day and child labour about 3 annas a day. The number of women employed in factories increased from 5,047 to 5,540 and of children from 235 to 254.

All but 40 of the working factories were inspected during the year. Of the uninspected factories 38 fell under the jurisdiction of Local Inspectors, busy Subdivisional Officers, who cannot be expected to devote the same attention to the work of inspection as trained and whole-time factory inspectors, but who do manage, not unoften, to effect improvements by reason of the influence they exercise over the proprietors of the petty concerns, some 150 in number, that alone fall under their inspectorial jurisdiction.

The health of the workers was normal and no epidemic was reported. The Chief Inspector of Factories, however, was of the opinion that the workers in rice mills and other dusty industries should undergo medical examination annually for 3 years to make sure that they were not becoming afflicted with pulmonary defects. Sanitary arrangements in the factories were on the whole satisfactory. But a considerable public nuisance was perpetrated by some of the factories, chiefly sugar factories, which did not adopt adequaté measures for the disposal of their malodorous refuse. Many complaints were received from the public and the matter was taken up by the Public Health Department.

The ideal of safety continued to be energetically pursued. Three factories were prosecuted for having unfenced machinery which caused accidents. Altogether proceedings were instituted against 6 factories for offences under the Factories Act. The proceedings against two were rendered infructuous by the absconsion of the managers. The other cases ended in conviction and the aggregate of the fines imposed amounted to Rs. 161 or an average of Rs. 32-3-0 per conviction (there were convictions on five charges). This was better than the average fine of the previous year which worked out at only Rs. 14-7-0. Other measures to promote safety included the formation of Safety Committees—(17 new Safety Committees were formed in the factories during the year bringing the total up to 30)—and the issue of a manual towards the close of the year called " Mofassil Factories " containing valuable guidance for committees, managers and inspectors on matters of safety, lighting and ventilation. The number of accidents, however, showed a disquieting increase. From 1,814 in 1932 they increased through 1,981 to 2,481. Of this number 584 were serious accidents against 391 in the previous year and 33 were fatal against 23. Apart from those that occurred in metal manufacture, which employed almost a third of all the factory labour in the province, the sugar industry was responsible for most of the fatal accidents, three occurring during reconstruction after the earthquake. Of the thirteen other fatal accidents in the sugar industry, six were through rolling stock, four through working machinery and unfenced shafting, one through

drowning, one through burns from hot juice and one from a falling object. The lack of skilled labour in the new sugar factories would, it was feared, be the cause of more accidents in the future.

Cottage Industries.

The question of promoting cottage industries has been very much in the public eye recently, but it is not always realized that the provincial Governments have for long been fostering their growth to the best of their capacity. In this province the most important cottage industry, by far, is handweaving. It is roughly estimated that about one-third of the entire consumption of cloth in the province is produced by its cottage weavers. Although exact figures of the consumption of hand-woven cloth are not available certain statistics are enlightening. The net imports of yarn for 1934-35 by rail and river were 31.1 million lbs. against 30.7 in the previous year and 20 million lbs. in 1920-21. The Department of Industries played a valuable part in the prosperity of the hand-loom trade by the introduction, during the year, of 2,335 fly-shuttle looms, 229 dobbies and 166 warping mills, and by training village weavers in the production of improved designs and finer textures. Financial limitations, however, handicapped the greater utility of the Department, and the numerical inadequacy of the staff that the provincial Government was able to maintain from its slender resources was amply brought home by the fact that even after 15 years of demonstrations given by itinerant instructors of the Department there were numerous village artisans, too illiterate to read about the activities of the department, who still remained unaware of its existence. Nonetheless valuable progress was made. Improved looms were introduced in 252 new villages bringing the number of villages where improved fly-shuttle looms were working to 5,879, a not negligible proportion of the total number of villages in the province. Apart from village weavers some 98 private factories and institutions also availed themselves of the services of the demonstration staff. Demonstration parties operated in the Bhagalpur, Sambalpur, Darbhanga, Gaya, Patna, Ranchi and Cuttack areas.

The commercial section for the manufacture of *purdahs* continued to prosper and a sum of Rs. 1,59 was realized from the sale of *purdahs*. The department had two agents abroad and 14 in India to promote the sale of its textiles and the publicity secured for Bihar textiles by the participation of the department at the British Industries Fair, the Leipzig Fair and the Canadian Exhibition at Toronto greatly assisted them in their task. The Carpet Weavers' Co-operative Society at Obra was re-organized to cope with the

increasing foreign demand. The commercial section showed an increased net profit of Rs. 32,326 against Rs. 21,800 in the previous year.

An impetus to the marketing of cottage industries was given during the year by a Government of India grant under which a scheme was drawn up, and staff for marketing cloth hand-woven in the province were appointed from the 1st April 1935. The outstanding features of the scheme were that the staple cotton goods were to be manufactured by the weavers in their villages either through weavers' Co-operative Societies or master weavers; that the bleaching and finishing of the woven goods from all parts were to be done in a central warehouse at Patna, and that the finished products were to be marketed with suitable trade-marks and attractive labels through 6 sale depots in various parts of the province and through a commercial traveller and selling agents in India and abroad. The experience in the marketing of manufactured articles at the disposal of the local Government since 1924, when it first sent a representative collection of Bihar textiles to the British Empire Exhibition and appointed an agent in England, will, it is hoped, ensure the success of the scheme financed by the Government of India's grant. The Government of India fostered, by another grant, the growth also of the sericulture industry. As a result of the conference of the Imperial Sericultural Committee held in February 1935 the province secured a grant of Rs. 6,158 to start an eri seed supply station at Ranchi. In Orissa where this cottage industry has distinct possibilities a little progress was made, although in some villages eri cocoons were reported to be lying unused, as the rearers had not been trained to spin yarn from them. Nor were the rearers willing to part with their cocoons as the market price was most unattractive. The temporary eri seed producing station at Ramganj in the Purnea district continued to rear eri worms in the summer months and to supply seeds to rearers, while the Bhagalpur Silk Institute lent the services of its rearers to persons and bodies in need of them.

Pisciculture.

The Sambalpur centre for the distribution of carp fry was closed leaving only the Patna and Cuttack centres at work. The fry supplied accordingly fell from 392,000 to 326,000. The Cuttack centre showed a substantial increase in supply from 131,000 to 203,000 in 1934-35. On account of the earthquake and floods, however, the demand from North Bihar fell off considerably and the output from the Patna centre declined by as much as 89 per cent. It was hoped to enhance the utility of these centres by doing propaganda for pisciculture through the co-operative banks and societies.

During the year under report it was estimated that 77,110 maunds of fresh fish were exported from the province against 92,918 maunds in the preceding year. The Chilka Lake area continued to enjoy the lion's share of the export traffic in fish. There were 53 fishermen's Co-operative Societies, all in the coastal area of Orissa, but they were hardly in a flourishing condition. The importance of fish as an article of diet and as a larvicidal agency against mosquito breeding was inadequately realized by the people of the province as a whole, and it will take a good deal of propaganda to awaken the people to the possibilities of rearing fish in all the numerous tanks of the province both for their own consumption and for the purpose of supplementing their meagre income.

Other Industries.

Apart from the coal, iron, mica, copper, sugar and cottage industries to which reference has already been made there were a number of other industrial enterprises that merit mention. The Tinplate Company of India, Ltd., at Golmuri like its giant neighbour at Jamshedpur also had a fairly prosperous year employing 2,785 workers in 1934 against 2,493 in the previous year. On the other hand the extensive strikes for higher wages together with the uncertain state of the shellac market did not make for prosperity in the lac factories of Manbhum.

The Silk industry at Bhagalpur had another fairly prosperous year for the demand for silk fabrics was maintained, although internal competition pared the margin of profits and wages. There were as many as 40 dyeing and printing factories in Bhagalpur town and the local power-loom factory increased its looms from 16 to 50. Manpur in the Gaya district and Raghunathpur in Manbhum were two other important centres of the silk industry in the province. The progress in the use of indigenous yarn in place of imported spun silk continued to be slow.

A mining industry of some importance was the manganese industry. Exports of managanese ore were doubled rising from 31,772 tons to 70,321 tons, chiefly owing to large imports by Japan. The average price per ton, however, despite the great increase in demand, fell from Rs. 3-1-0 in the previous year to Rs. 2-15-0 in 1934-35.

While the wire nail industry, burdened as it was with heavy stocks, found little cause for satisfaction during the year, the electric cable industry also at Tatanagar (Jamshedpur) showed a distinct buoyancy. In spite of severe Japanese competition, the demand for bare copper conductors and high grade electric cables steadily

increased chiefly as a result of the policy of Government to give preference to Indian manufactures. The industry at Tatanagar supplied all the copper conductors in connection with the construction of the Calcutta-Madras, Calcutta-Darjeeling, Calcutta-Shillong, Bombay-Ahmedabad, and Ahmedabad-Quetta Telephone Trunk lines together with ten miles of submarine telephone cables to traverse some of the largest rivers in India.

As already indicated it was a bright year for the engineering trades, both on account of the expansion of the sugar industry and the heavy demands of earthquake reconstruction. The same unfortunately cannot be said of the milling industry. While the import of Rangoon rice checked the progress of rice mills in the province, it was an interesting circumstance to find that the oil mills were hit by the operation of the Bengal Food Adulteration Act, which prevented the export of Bihar oil to Bengal, previously its best customer.

State aid to Industry.

For the fourth successive year since the passing of the Bihar and Orissa State Aid to Industries Act, 1923 no financial assistance from the provincial exchequer was given under the Act to industries in 1934-35 although a few applications for small loans were received. Some progress was made in the realization of dues outstanding under the Act, although the collections on account of hire purchase were hardly satisfactory.

Industrial Education.

The demand for industrial training continued to exceed the capacity of the institutions in the province to supply it. The total number of technical and industrial institutions maintained by the local Government remained at 12, while aided institutions increased by one to 11. The total number of pupils in attendance on the 31st March 1935 increased from 1,816 to 2,066. The total expenditure incurred on these institutions rose from Rs. 5,11 to Rs. 5,24. A new class in wiring and electrical fittings was opened at the Cottage Industries Institute at Gulzarbagh (Patna). The Bihar College of Engineering, the most advanced technical institution in the province, received recognition, as previously mentioned, from the City and Guilds of London Institute. The total strength of the college on the 31st March 1935 fell to 244 from 257 in the previous year. There was a dearth of applicants from the province for admission to the Civil Engineering Degree course and six admissions, therefore, were made from candidates of other provinces. On the other hand there was an embarrassing number of applications for admission to the Industrial Diploma course. The earthquake provided opportunities

for employment, even if not permanently, to the passed students of the college, and of 136 students who had graduated since 1927, 131 were reported to be employed. At the Orissa School of Engineering, while applicants for admission increased, the results in the Final Civil Engineering Subordinate Board Examination were disappointing. The Tirhut Technical Institute, where applications for admission far exceeded capacity and the Ranchi Technical School continued to do valuable work. The rush of applications for admission at the Cottage Industries Institute was such that some 86 per cent of the applicants had to be turned away disappointed. Out of 537 candidates for admission in January 1935 it was possible to admit only 74. In view of the thoroughly practical training given at this institution and the increasing importance of cottage industries in the work of rural development it seems that the time has possibly arrived for increasing the capacity of the institute to admit pupils or establishing another similar institute elsewhere. At the final examination in December 1934, 50 out of 51 students who appeared, passed. During the year sixty-six students received stipends. The subjects taught at the Institute included cotton-weaving, dyeing and calico-printing, knitting, carpet and durrie-making and the manufacture of toys.

The Cottage Industries Institute participated in 14 exhibitions and fairs. The exhibits and demonstrations of the Institute were amongst the most popular at the Sonepur Fair, at the Bihar and Orissa Provincial Exhibition held at Patna and the Orissa Exhibition held at Cuttack. The net cost of the Institute was Rs. 25,785.

The Government Silk Institute at Nathnagar in Bhagalpur continued to train middle class young men and artisans for the silk industry. Forty students and 29 artisan boys were trained during the year. Of the students 24 were stipendiaries and 19 out of 23 who appeared, passed the final examination. The Bhagalpur Silk Institute participated in 11 exhibitions. The silk exhibits sent to the Leipzig Fair in 1934 were all sold and the despatch of similar exhibits in March 1935, through the Trade Commissioner at Hamburg, was thereby encouraged. Hopeful reports were also received from the Institute's agent in London where its silks had been exhibited in the British Industries Fair. Foreign sales during the year were more than double those of the previous year. They amounted, however, only to Rs. 4,327. The cost of the Institute to Government rose from Rs. 17,218 to Rs. 20,729 in 1934-35.

The popularity of the Wool Weaving Institute at Gaya continued to increase, there being as many as 100 applicants for

admission in January 1935. The interesting experiment of combining general education with vocational training was continued with success at the half-time Weaving School at Bihar. As the experiment had now completed its tenth year, the time had perhaps come to decide whether it should be made a permanent institution.

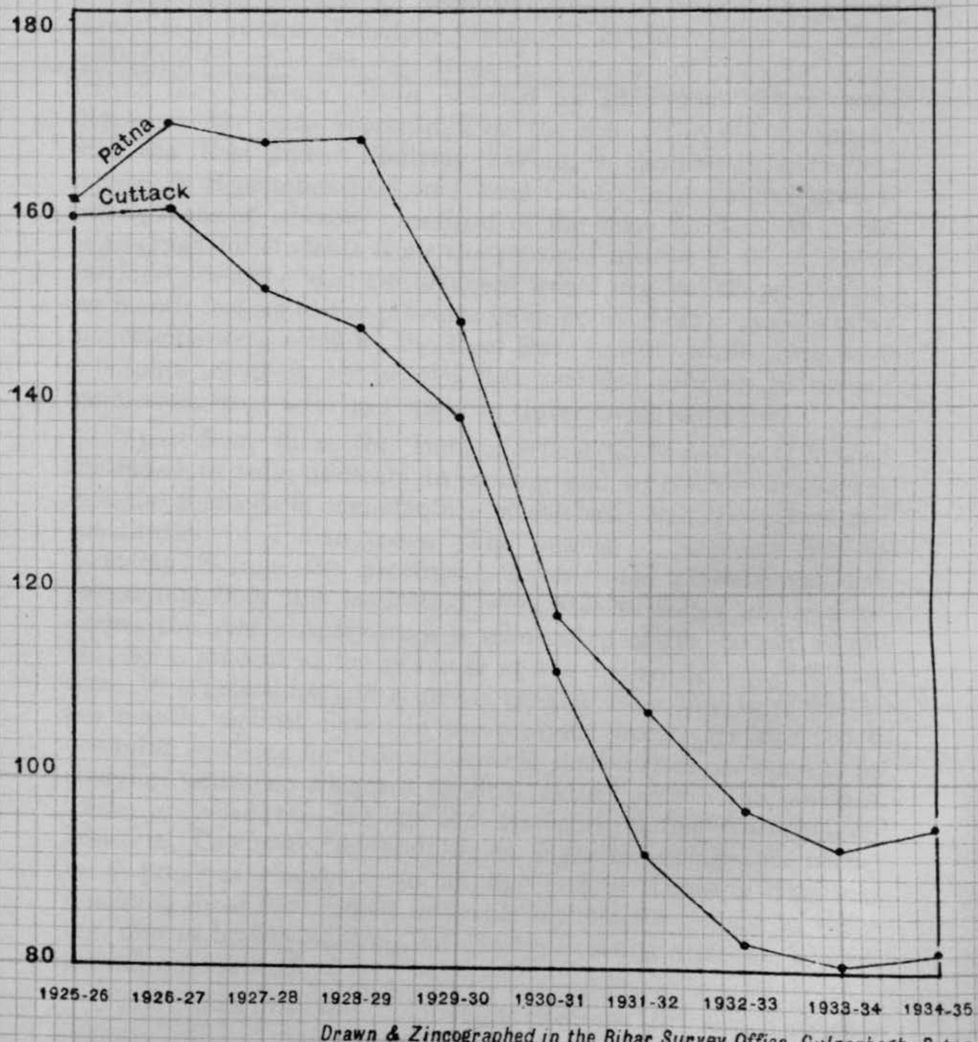
The acute demand for technical education was perhaps best exemplified by the Jamalpur Technical School where of 1,364 applicants (of whom 99 were from the province) only 28, including 8 from the province, were selected for admission. There were altogether 239 trade apprentices on the roll. The old agreement with the East Indian Railway having, as previously indicated, expired in September 1934, the local Government entered upon a new agreement whereby one-third of the seats for Indians would be reserved for students from the province instead of two-fifths as previously and the local Government would pay Rs. 30 per student per month instead of the previous lump grant-in-aid. Eleven other institutions were aided by the local Government, while there were still some 22 more institutions that provided training in various handicrafts, that were run without Government assistance.

Apart from these the Indian School of Mines at Dhanbad continued to train students in mining and to conduct researches into the methods of manufacture of soft coke and the nature and constitution of Indian coals. The number of students was 54 including 8 from the province. Twenty-nine persons who had passed out from this institution were able to secure employment during the year. Apart from a scholarship of Rs. 60 per month held by a student of the province at the Indian School of Mines, some 18 scholarships and stipends ranging from Rs. 15 to Rs. 50 per month, against eleven in the previous year, were awarded to deserving students for training outside the province in subjects for studying which no adequate facilities existed within the province. These included the one at the Harcourt Butler Technological Institute, Cawnpore, for training in sugar technology, mentioned in a previous chapter, two at the Bengal Tanning Institute, Calcutta, three for training in textile manufacture, eight in tailoring, one in hosiery-knitting, two in type-casting and one in Aero-ground engineering.

Industrial Engineering and Chemistry.

The work of the engineering section of the Industries Department which consisted chiefly in the systematic inspection and maintenance of mills compounded with the department and the installation of new plant continued to be appreciated. The circle officers in the three circles into which the province was divided paid 271 visits to mills during the year. The number of

Chart showing rise and fall in cost of living of the labouring classes at Patna and Cuttack as compared with pre-war normal period ending 1914 which has been taken = 100.



Drawn & Zincographed in the Bihar Survey Office, Gulzarbagh, Patna.

compounded mills, however, declined from 27 to 24. On the other hand the revenue of about Rs. 3,000 realized on account of the services rendered showed a slight increase.

The training of students in applied chemistry continued. Regular demonstrations in soap-making as a cottage industry were given. The Chemical Adviser's assistance was valued by small industrialists in difficulties and he was also empowered by the local Government to determine any dispute about the sucrose content of sugar manufactured in the province.

Commercial Intelligence.

The Department of Industries' commercial industrial intelligence section continued to furnish valuable information on general industrial and commercial subjects, working in close co-operation with the Director-General, Commercial Intelligence and Statistics of the Government of India and the Industries Departments of other provinces. Attempts however to collect industrial data from the organized industries of the province were largely unsuccessful.

The Technical Reference Library maintained by the department was increasingly popular. Excluding bulletins the number of books rose from 1,800 to 1,830 and the number of persons making use of the library continued to increase from 546 in 1932-33 through 817 to 900 in 1934-35.

Cost of living.

Among the seven centres, namely, Patna, Muzaffarpur, Monghyr, Jamshedpur, Jharia-Katras, Cuttack and Ranchi for which statistics were compiled it was calculated that Cuttack continued to be the cheapest centre for a workman to live in and Jamshedpur the dearest. Owing mainly to a rise in the prices of food grains, the mean average of the cost of living during the year 1934-35 was higher by about 1 to 8 per cent in all the centres against a general fall in the previous year. Putting the pre-war normal ending 1914 at 100 for each centre the mean average price of living at Patna was 98, at Muzaffarpur 92, at Monghyr 98, at Jamshedpur 107, at Jharia (where lighting and fuel are supplied free to the miners) 102, at Cuttack 88 and at Ranchi 93. The above figures do not show the comparative cost of living as between the various centres. The following figures, taking Patna in the normal pre-war period ending 1914 as 100, will show the relative cost of living at the centres in 1934-35 :

Patna 98 against 93 in 1933-34, Muzaffarpur 103 against 102, Monghyr 99 against 94, Jamshedpur 118 against 117, Jharia 106 against 95, Cuttack 88 against 80, and Ranchi 100 against 94.

In order to assist unemployed young men of the educated middle classes to find employment in industry, the local Government established an "Information Bureau" under the Intelligence Officer of the Industries Department at Patna, with effect from the 1st March 1935. The Bureau at present confines its activities to cases of candidates possessing technical qualifications or degrees in Science. The establishment of the Bureau was favourably received and it has, since its inception, been a source of thankfulness to a number of young men who have succeeded in securing employment under its auspices. The establishment of this Bureau and the placing of the working of the Sugarcane Act and Rules under the Director of Industries added, during the year, appreciably to the labours of the Industries Department in promoting the welfare of the people.

Employment Bureau.

The demand for the supply of electric energy continued to increase. The licensed undertakings represented an up-to-date expenditure on capital account of some Rs. 56,80,842 and they disposed of 5,666,447 units. Only five of the licensed undertakings showed a profit and only three of them were able to pay dividends. Electrical energy was available to the people through licensed undertakings at the following places in the province, namely, the towns of Patna, Muzaffarpur, Bhagalpur, Cuttack, Chapra, Monghyr, Giridih, Arrah (since November 1934), Gaya, Dishergarh and Dhanbad.

Electricity.

The Bhagalpur concern for the first time showed a small profit. At Cuttack the concern worked at a decreasing loss, while at Chapra, Monghyr (partly as a result of the earthquake) and Giridih the loss increased, at Giridih sufficiently to force the company into liquidation. Consumption, however, increased everywhere except at Patna, Muzaffarpur and Monghyr where there was a slight fall. At Patna, nevertheless, the receipts were greater than in the previous year. In February 1935 a license was sanctioned for Deoghar, while applications for electric licenses for Dhanbad-Jharia, Ranchi, Purulia, Sijua (Jharia), Darbhanga and Puri were under consideration.

During the year 37 electrical accidents were reported of which 2 were fatal, 7 serious and 28 minor. All the serious and 18 of the minor accidents occurred at the Tata Iron and Steel Company's Works at Jamshedpur.

The number of limited liability companies continued to increase and stood at 126 in 1934-35 against 110 in the previous year and 100 the year before. The total paid-up capital was Rs. 200 lakhs against Rs. 157 lakhs in the preceding year and Rs. 127 lakhs the

Registered Companies and Associations.

year before. The authorized capital in 1934-35 was Rs. 509 lakhs against Rs. 444 lakhs in the previous year. Of the 23 new companies limited by shares that were registered during the year 9 were public and 14 private. Of the 7 companies that dissolved during the year 2 were voluntarily wound up and 5 were struck off as defunct. The number of foreign companies having places of business within the province increased from 26 to 27. The new company was Roneo Limited, incorporated in England.

Two new societies, including the Bihar Central Relief Committee, were registered during the year under Act XXI of 1860 bringing the total number in the province to 52.

Life Assurance Companies incorporated in the province remained at four. The Premier General Assurance Company, Limited of Patna became a full-fledged Life Insurance Company during the year by making the statutory security deposit of Rs. 25,000. There were 3 Provident Insurance Societies, one of which existed only in name.

Under the Indian Partnership Act of 1932, 113 firms were registered during the year against only 20 in the preceding year. Although a certain amount of publicity was given to the Act, the benefits of registration under the Act do not appear to be widely enough known.

The Bihar and Orissa Chamber of Commerce continued to be the only commercial body of importance in the province.

Maritime traffic.

Despite the long Orissa coast-line the volume of the maritime trade of the province was almost negligible from the provincial point of view although it was of some local importance. The only sea-borne trade was between Chandbali, the port of Balasore, and Calcutta. Two steamers maintained a service between Chandbali and Calcutta, and in the course of the some 90 trips they made each way during the year, 8,520 against 9,283 passengers arrived and 6,523 against 9,328 passengers departed by sea. The unreliability of one of the two steamers accounted for the decline in popularity of the sea route. Nonetheless the passenger traffic was higher than that of any of the 3 years preceding the previous year. At Puri only 2 steamers, in the coasting traffic, called throughout the year. The exports from Puri were valued at Rs. 26,914, imports being nil. However, this was better than the previous year at Puri when both imports and exports were nil.

In the sea-borne trade between Chandbali and Calcutta the principal articles of import were coal, hardware, kerosene oil, petrol, coconut oil, mustard oil, fresh vegetables, coriander seed, betel

nuts, spices, salt, sugar, matches, cotton twists, cotton piece-goods, gunny bags and tobacco leaf. The chief exports were Nux Vomica, paddy, rice, *ghee*, tobacco leaf, and *bidi* leaf. The following table will show at a glance the total value of the maritime trade of the province for five years.

——	1930-31.	1931-32	1932-33.	1933-34.	1934-35.
	Rs.	Rs.	Rs.	Rs.	Rs.
Imports Total ...	6,26,976	8,82,589	9,49,593	7,66,605	8,45,909
Exports " ...	7,99,725	5,38,354	4,86,493	3,38,021	4,14,082

The number of cargo boats registered was 163 at Balasore against 218 in the previous year, 247 at Chandbali against 235 and 23 at Puri against nil.

No wrecks were reported off the Orissa coast during the year.

APPENDIX I.

A Short Summary of the Administration of Bihar and Orissa in 1935.

Changes in Administration.

On the 11th February 1935 His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S., on his return from four months' leave resumed charge of his office as Governor from the Hon'ble Mr. (now Sir) John Tarlton Whitty, C.S.I., C.I.E., I.C.S., Acting Governor, who retired from service the same day. His retirement was widely regretted. The Hon'ble Mr. J. A. Hubback, C.S.I., I.C.S., who had till the 11th February been acting temporarily as a Member of the Executive Council of the Governor of Bihar and Orissa, continued as a permanent Member till his departure on leave on the afternoon of the 24th October 1935, when he handed over charge of his office to the Hon'ble Mr. P. C. Tallents, C.S.I., C.I.E., I.C.S. There were no other changes in the administration. The Hon'ble Babu Nirsu Narayan Sinha, M.A., B.L., the Hon'ble Sir Ganesh Datta Singh, Kt., and the Hon'ble Mr. Saiyid Abdul Aziz, Barrister-at-Law, continued throughout the year to hold their respective offices of Vice-President of the Executive Council, Minister of Local Self-Government and Minister of Education and Development.

At the High Court, the Hon'ble Sir Courtney Terrell, Kt. (Bar.-at-Law), continued throughout the year to hold the office of the Hon'ble Chief Justice.

Visit of the Viceroy and tours of the Governor.

His Excellency the Viceroy and the Countess of Willingdon paid a private visit to Darbhanga on the 30th November 1935 on the invitation of the Maharajadhiraja, Sir Kameshwar Singh of Darbhanga. His Excellency viewed the earthquake reconstruction work and unveiled a statue of Sir Rameshwar Singh, the late Maharajadhiraja; while the Countess of Willingdon laid the foundation-stone of the new Raj Hospital to be named after her.

In January His Excellency Mr. J. T. Whitty on his return after Christmas from the Bettiah subdivision visited Gaya, where he received addresses from the local bodies, and Hathwa. He also visited in the same month Muzaffarpur, Sitamarhi, Madhubani and Darbhanga where he inspected the earthquake reconstruction work. On his return to Patna he opened on the 28th January the Patna Leper Dispensary, visiting Dumraon the next day. Dumraon was

once more favoured with the Governor's visit on the 28th March when His Excellency Sir James Sifton invested the proprietor of the Dumraon Estate with the title of Maharaja Bahadur. In April before taking up his summer residence in Ranchi His Excellency toured Orissa visiting Puri, where he was addressed by the local bodies, and Cuttack, where he visited the local institutions and inspected sites for the capital of the new Orissa. In May His Excellency visited Khunti, and in June spent a few days with the Viceroy at Simla. In September he visited the Sadr Hospital at Hazaribagh where he also opened the new Sports Ground, and in the same month he visited the Sanatorium at Itki. On the 25th of October on his way to Netarhat His Excellency inspected the rural development work done by the Mesmano Village Welfare Society. On the 4th November His Excellency left Netarhat arriving at Patna the next day for his winter residence. In December he paid a visit to the Governor of Bengal at Calcutta; inspected, on the 23rd of the month, the progress of building at Luataha, the post-earthquake site of the district headquarters of Champaran, and spent the Christmas holidays in the Bettiah forests.

His Majesty's Silver Jubilee.

The outstanding event of the year in the province was the celebration on the 6th and 7th May of the Silver Jubilee of His Majesty, the King-Emperor's reign. The celebrations were everywhere an immense success and the response of all classes of the people was both sincere and spontaneous. Although the official Congress attitude was one of polite abstention, Congress zealots in Saran were found distributing leaflets calculated to discourage subscriptions to the Silver Jubilee Fund intended by His Majesty's expressed wish for the relief of the sick and suffering in India. The subscriptions from Saran, however, were with those from Singhbhum, the highest of any district in the province. Caught in the general infection of enthusiasm, some prominent Congressmen in Cuttack, on the other hand, not only co-operated in the celebrations but made handsome contributions to the Fund which totalled over a crore of rupees in India. Bihar and Orissa's contribution exceeded 14 lakhs of rupees, including over 10 lakhs given by the Bettiah Wards Estate in trust for the Raj Lady Dufferin Hospital. A section of the Moslem community in the towns endeavoured to exploit Moslem resentment at the Karachi firing in March in order to urge abstention from the celebrations unless their demand for a non-official enquiry into the firing was met, but responsible leaders of the community everywhere repudiated this attempt to draw the King-Emperor into



His Excellency Sir James Sifton driving to the Silver Jubilee Parade at Ranchi.

politics and Moslems of all classes in town and village vied with other sections of the people in contributing to the success of the celebrations. All over the province, in temples, mosques and churches prayers for the long life and prosperity of His Majesty were offered. The imposing thanksgiving ceremonies at the Jagganath Temple at Puri and the enthusiasm of the worshippers of the Temple have left in Orissa a lasting impression in the minds of the Hindu public. Jubilee parades were held in all district headquarters on the morning of the 6th May at which Jubilee medals, 1,155 in number for the whole province, were presented. It is estimated that about 12,000 persons attended the Parade at Patna and about 8,000 at Ranchi where His Excellency the Governor took the Salute. Everywhere the poor were fed and clothed; school children were treated, houses were decorated and illuminated, and fire-works displayed. While the rich adorned their houses with flags, festoons and costly illuminations, the poorest had their auspicious leaves and their two or three earthen lamps. In Patna and Ranchi the celebrations were on a large scale and private persons emulated one another in making triumphal arches and other decorations. At night the crowds that thronged the streets in Patna to view the illuminations were so dense that all traffic was brought to a standstill in the city for two hours; while at Ranchi the crowds were the largest seen in living memory. At Arrah more than 15,000 people took part in a torchlight procession and in Muzaffarpur the portrait of Their Majesties was borne in a monster procession of palanquins and fans, a camel, elephants, horses, motor cars and 20,000 persons.

As a permanent souvenir of the occasion 18,000 Silver Jubilee booklets in English giving some account of Their Majesties' lives, with a message from His Excellency the Governor to the youth of the province, were sold, and from the profits of the venture 20,000 portraits of Their Majesties were distributed free, and another 10,000 sold at reduced rates. About 35,000 similar booklets in the vernaculars were likewise distributed; and a good many other Silver Jubilee publications were also disseminated.

A unique feature of the celebrations in this province was the Jubilee magic lantern show. For six to eight weeks in May and June one or two magic lantern lecture parties toured in the rural areas of each district, throughout the province, and showed specially prepared lantern slides, representing various scenes and incidents in the lives of Their Majesties and other members of the Royal Family, with particular reference to their relation with India. The success of these shows was very great, crowds of 5,000 and 6,000

being reported from several districts. At Sherghatti (Gaya district) the audience is reported to have listened in complete silence and to have burst out at the end " in a volley of cheers which lasted about three minutes ", while at one place in Angul they burst into a *Haribole*. In places in Manbhum " two and three successive projections had to be taken up owing to people arriving in batches of one hundred and fifty or more from seven to eight miles away and clamouring to be shown the pictures of Their Majesties ". At Mithapur School (Patna) " at the special request of the ladies present, the slides were shown twice ", while at Domchanch in Hazaribagh district the reporter detected " satisfaction writ large " on the faces of the spectators. It is estimated that at least a million people in the province, chiefly villagers, attended these shows. Another original feature of the celebrations in Bihar and Orissa was the display, in all the towns of the province equipped with talking cinemas, of a special programme of films including the film of the actual Silver Jubilee Celebrations in London on the 6th May with Their Majesties' Thanksgiving Procession to St. Paul's Cathedral. This Jubilee programme, which was witnessed by His Excellency the Governor at Ranchi in May, then toured the other towns of the province till July, being freely shown to the public on the invitation of the District Officers. It is estimated that nearly 100,000 persons, chiefly townsmen, saw these films.

There can thus be no question that all classes of His Majesty's subjects in Bihar and Orissa, townsmen and villagers, school children and adults, rich and poor took part in the Silver Jubilee celebrations, and that the heart of the province was in the message of loyalty to the King-Emperor that relays of Boy Scouts, cycling in from all parts of the province bore to Ranchi to hand in to His Excellency the Governor on Silver Jubilee Day.

Political and general events.

The year 1935 was generally speaking one of suspended political activity. The previous year had closed with the almost simultaneous Congress success in the Legislative Assembly elections in November and the publication of the Joint Select Committee's Report; but the Congress found little cause for solace in the events of the year under review, whether in the matter of capturing the votes of the people, or of influencing the course of the new Reforms legislation. In the only contested elections held during the year, the Congress was unpopular with the electors. In July, in the elections to the Hajipur municipality after the termination of its period of supersession, the combined Congress and Socialist parties

managed to secure only four of the twelve elected seats, the local Congress leader Babu Dip Narayan Singh being among the fallen candidates. In August the Congress met the same fate in Orissa in the elections to the union board at Satyabadi, another Congress stronghold, where only four out of eleven members were returned by the Congress. It is therefore not surprising that the Patna Congress Committee decided, in November, not to contest the elections to the premier municipality in the province on the termination of its period of supersession. Where the electors had no choice, or were not likely to have so great a personal knowledge of the candidates as in elections to local bodies, the Congress, with its better organization, could point to greater triumphs. Thus, at the end of July, in the by-election to the Legislative Council from a Darbhanga constituency Babu Jamuna Lal Karjee was returned unopposed, the other candidates withdrawing. The Congress Left Wing was thereby accommodated in securing its first legislative mouthpiece, which made itself somewhat indistinctly heard during the Ranchi Session of the Council. Similarly, in December, in a by-election to the Legislative Assembly necessitated by the widely regretted death, in November, of Mr. Deep Narayan Singh, M.L.A., of Bhagalpur, a leading political and philanthropic figure of the province, Babu Kailash Bihari Lal slipped in unopposed upon the convenient retirement of several other candidates.

That the extreme Congress programme found little support among the people is shown by the widespread apathy evinced by the public on the usual "Independence Day" celebrations staged by the Congress on January 26th. The lack of public interest on January 26th contrasted vividly with the ripples of enthusiasm on December 28th, the day of the Congress Golden "Jubilee", when the Congress, in co-operation with most parties, managed, on a non-party basis, successfully to imitate, at many important centres of the province, some features of His Majesty's Silver Jubilee Celebrations of the preceding May. The other parties made it clear that they were honouring by their participation the aspirations of India to autonomy and were in no way endorsing the disloyal creed of the present Congress. The Hindu Mahasabha, indeed, felt so acutely the evasive attitude of the Congress towards the Communal Award that at their annual session at Poona, during Christmas week, they not only refused to felicitate the Congress on the occasion of its Golden Jubilee but also decided to contest the elections under the new constitution in opposition to the Congress.

Apart from elections and jubilations there was little in the activities of the official Congress party worthy of record. The

first half of the year was spent by Congressmen in recruiting members under the new Congress constitution, but in spite of postponements of the final date for recruitment, and the fact that Babu Rajendra Prasad, the Congress President, was a native of this province, the results, even according to a resolution passed by the Provincial Congress Working Committee on April 17th, were disappointing. Of the provincial quota of one hundred thousand members, the Congress in Bihar and Orissa managed to enrol only some seventy-eight thousand. Still, it afforded considerable consolation in Bihar Congress circles to know that of all the provinces of India, Bihar and Orissa stood first in the matter of enrolment of Congress members. The activities within the province of the All-India Village Industries Association, about which much had been promised earlier in the year, consisted in expensive experiments at *gur*-making from the toddy palm, in the opening of a night school here or a village library there, or a few shops here and there selling articles somewhat above the market rate. In fact, most Congressmen with their desire to see the industrialization of India on modern lines progress as rapidly as possible, were, from the start, half-hearted about a matter to which they were prepared to pay lip service in deference to the dreams of Mr. Gandhi. Moreover, the ban by Mr. Gandhi on workers of the Village Industries Association actively participating in political work effectively deprived the scheme of its political attraction.

The real interest in Congress politics, however, in this province as elsewhere, was not so much the activity of the Village Industries Association or the Golden Jubilee Celebrations, as the increasing dissensions within the party, owing to the growing impatience of its Socialist wing with the policy of Congress officialdom. Already in April, at the meeting of the All-India Congress Committee at Jubbulpore, the Congress President found some difficulty in keeping the Socialist members under control. In May, matters were precipitated by the declaration of Mr. Satyamurti, M.L.A., Secretary of the Congress Parliamentary Party and President of the Madras (Tamil) Congress Committee, in favour of acceptance of office under the new constitution. This declaration took Congress orthodoxy by surprise and caused a marked stir in political circles in the country. The Satyamurti group was loud in favour of office and the Socialist group was as vociferous against; while Congress officialdom observed a discreet silence. The country, however, at once demanded to know the mind of the Congress on this important question, but was told by the Congress Working Committee at Wardha in July to wait for an answer.

This procrastination was endorsed by the All-India Congress Committee at its meeting in Madras in October and the matter was left over to the open session of the Congress at Lucknow in April 1936, neither the Working Committee, nor the All-India Committee, daring to give a lead in a matter in which opinion within the Congress was so sharply divided as to promise a split whatever the decision. While Congressmen in Orissa seemed united in their determination to work the new constitution, in Bihar the cleavage between Congress officialdom and the Socialist wing was accentuated by the activities of the Kisan Sabha and their leader Swami Sahjanand. Ostensibly an organization to promote the welfare of the tenantry, the Kisan Sabha, under the inspiration of their Socialist allies, became increasingly a body aiming at the complete elimination of the ownership of property in land. Throughout the year the Swami and his followers toured the districts in North and South Bihar, addressing meetings, where they enlarged upon the misdeeds of the landlords and the iniquity of the Bihar Tenancy (Amendment) Act which came into force in June. Naturally the Swami and his friends were considerably annoyed when Pandit Shiva Shankar Jha and Babu Gursahai Lal, who had been the tenants' representatives in the Legislative Council during the passage of the Bill, toured the same districts, with the active good-will of the local Government, informing large assemblies of eager tenants of the benefits secured to them by the Act. In a Presidential speech at Hajipur, in November, the Swami appears to have over-reached himself for he was openly attacked by the Congress vernacular organ, the *Navashakti* of Patna for his views expressed there. This, however, did not deter the Swami, who succeeded, in December, in organizing a boycott of the Bihta Sugar Mill by the local sugarcane-growers.

In the wider constitutional sphere the debates in Parliament on the India Bill were followed with the closest interest in the province as elsewhere. There was widespread disappointment at the omission of any reference to Dominion Status in the Bill itself, which the subsequent explanatory statements of responsible Ministers in Parliament and the assurance that His Majesty's Government still stood by the Viceroy of India's famous pronouncement of 1929, did not entirely dispel. Many of the amendments carried during the progress of the Bill were subjected to hostile criticisms in the Press. There was one amendment, however, which was universally applauded, namely the amendment of the House of Lords substituting direct election to the Upper Chamber of the Federal Legislature for indirect election. In August, the

Royal assent to the Government of India Act was the signal for further conventional criticism of the new constitution, which the leading Congress organ of the province described as " a monstrous infliction " and " an unparalleled affront ". That this ferocity of language did not represent its real views, however, and still less the views of the public, is proved by the intense interest which it constantly betrayed in the work of the Reforms Department. Indeed all sections of opinion showed the keenest interest in the impending advent of the new constitution, which was reflected in the debates of the Legislative Council and the reception, given in October to the Delimitation Committee, in whose Chairman, Sir Laurie Hammond, the province recalled with satisfaction, one of its distinguished former public servants. In December, once again, the province was able, for a few days, to welcome back its former Governor, Sir Henry Wheeler, who had been entrusted with the task of Chairman of a Committee to report on matters connected with Secretariat procedure and with the recruitment of officers to the Government of India under the new constitution. By the close of the year there were distinct signs that whatever the feelings of disappointment in certain political circles, responsible opinion as a whole was ready to co-operate whole-heartedly in the working of the new constitution. This attitude found expression at Nagpur, during Christmas week, at the annual session of the All-India National Liberal Federation which decided that, whatever its imperfections, the new constitution must be worked.

The month of May, which had opened so auspiciously with the celebrations of His Majesty's Silver Jubilee, closed with the profound night of the Quetta earthquake. The disaster stirred the imagination of the world; and from all parts of the country, the Empire and indeed beyond, messages of sympathy and donations in response to His Excellency the Viceroy's appeal poured in. But perhaps nowhere was the feeling of sympathy deeper than in this province, which, only the previous year, had suffered a similar calamity. In his appeal on behalf of the Quetta sufferers His Excellency the Governor voiced the widespread sentiments of gratitude in the province, that the Bihar calamity had not overwhelmed the people in the depth of night. Gratitude for the help given Bihar at the time of her distress also moved the province in its response to His Excellency's appeal. But however deep and widespread the feelings of sympathy for the Baluchistan sufferers, it was, none the less, a matter for congratulation that the people of India who had only in the previous year donated about a crore of rupees for the relief of Bihar and had, only just

before the Baluchistan disaster, contributed well over a crore of rupees to His Majesty's Silver Jubilee Fund, once more responded liberally to the call of Quetta. By the end of the year the total subscriptions to the Viceroy's Quetta Earthquake Relief Fund reached almost half a crore of rupees. The general atmosphere of sympathetic co-operation, in face of calamity, was somewhat marred, however, by the attitude of the Congress party, which was so greatly incensed at the refusal of the Government of India, in the special circumstances of the case, to permit the entry into Quetta of any non-official relief organization, that it attempted to make political capital out of the tragedy. That the public was inclined to disapprove of its attitude is shown not only by the defeat in the Legislative Assembly, in September, of the Congress party's motion for an enquiry into the conduct of the authorities after the tragedy, but also in the thin response to Babu Rajendra Prasad's appeal for a Quetta "Central Relief" Fund. This was, perhaps, not very surprising. For, in March 1935, when Babu Satyanarain Singh, the Congress Member of the Legislative Assembly for Saran-*cum*-Darbhanga, was busy attacking the local Government and its officers on the floor of the Assembly for the alleged inadequacy of their efforts to relieve distress in the earthquake areas of Bihar, the Bihar Central Relief Committee still had considerable balances in its hands. The exact amount lying in its General Fund on the 1st April 1935, according to the Committee's Report for the period ending the 31st August 1935 was Rs. 11,71,765.

Another outstanding event which had wide reactions in the province was the Italo-Abyssinian war. The course of the war and the attitude towards it of the League of Nations, and of Great Britain in particular, were watched with the closest interest. Like the rest of India the sympathies of Bihar and Orissa were entirely with Abyssinia; and the attempts of the Italian community in Calcutta to arouse sympathy for Italy, by the issue of letters and communiqués to the Press, and the distribution, in September and October, of pamphlets within the province fell flat.

The year closed with the death in London of the Marquess of Reading, and within the province, as without, there was a universal expression of regret and tribute at the passing of the statesman who had been the Viceroy of India at a critical period of her history.

Communal Relations.

The year 1935 saw a steady deterioration in communal relations chiefly owing to repercussions among Moslems of the events in other

provinces and the correspondingly increased activity of the Hindu religious organizations. The year began in Bihar with fair prospects, which were soon dimmed in February by the failure at Delhi of the Rajendra Prasad-Jinnah talks to effect any agreed communal settlement. The firing on a frenzied Moslem mob at Karachi on the 19th March agitated the Moslem mind all over India and induced a desire for martyrdom that was not calculated to make the already strained relations with the major community any easier. Although the Bakr-Id in March passed off without serious trouble, rioting was narrowly averted at Kharagpur, Teghra and Sheikhpura in Monghyr district, while the sacrilegious defilement, with a slaughtered calf's head, of a Deviasthan outside Phenhara in Champaran, was to bear its fruit of death five months later.

In April, the 7th day of Muharram happened to coincide with the Ram Navami, which was celebrated with even larger Mahabir Jhanda processions than usual; a class of procession which throughout its few years' vogue has tended intensely to annoy Moslems who regard it as a provocative substitute for their Muharram procession, in which both communities used to join in happier years. The result was that the police and the magistracy almost everywhere had an anxious time; while several clashes between the communities took place at Hazaribagh and Ranchi. Although many persons, including policemen, were injured at both these places, previously the envy of the province for their lack of communal trouble, no one was actually killed.

The atrocities of the communal riots at Ferozabad, in the Agra district of the United Provinces, in April, in which eleven Hindus were burnt to death in a barricaded house, sent a thrill of horror throughout the country, and aroused Hindu feeling as intensely as Moslem feelings had been aroused in March by the Karachi tragedy. Although the barbarities were condemned by all right-minded persons, including several Moslem leaders, the incident left an ugly impression that kept communal ill-feeling vigorously alive throughout May. In June there was a somewhat unexpected outburst of Moslem feeling, in Bihar as elsewhere, against clause 304 of the Government of India Bill, then before the House of Commons, which provided for future amendments in the method of election to the Legislatures. A statement issued by the Government of India with the authority of the Secretary of State on July 3rd did much to allay Moslem apprehensions that the Communal Award might be altered without consulting the

minorities, and the corresponding section 308 of the Act, as passed, has given satisfaction to all but extreme Moslem opinion. Later in July the communal situation in the Punjab over the Shahidganj affair necessitated the despatch of the Gurkha Military Police from Ranchi to Lahore.

In August the embitterment of communal relations brought tragedy in our province. On the 4th of the month, very large crowds of armed Hindus, who had not forgotten the defilement of their Deviasthan some five months before, assembled at Phenhara in Champaran ostensibly for a Mahabir Jhanda procession, and broke the terms of a compromise regarding the road of procession arrived at with the Moslems only two days previously. They then defied the repeated orders of the Sadr Subdivisional Officer to disperse, attempted to invade the Moslem Idgah, and compelled the Subdivisional Officer to order the armed police to open fire, in the course of which 30 rounds were fired resulting in the death of six men and in injuries to seven more. There were attempts in certain quarters to make communal and political capital out of the tragedy, but the prompt issue of two communiqués by Government, the first based on a telegraphic report, and the second on fuller material, including the recorded evidence of several non-official Hindu eye-witnesses fully enlightened the public regarding the occurrence. Although the Legislative Council met at Ranchi shortly after, in the same month, no attempt was made to censure the action of Government or its officers whether by a resolution or by an adjournment motion.

Again, on the 27th October, there was a serious Hindu-Moslem clash over the old question of processions and music before mosques. This time the scene was at Jamalpur in Monghyr district where an apparently inoffensive Moslem stranger was killed in the fracas. But, although the scene may shift, the features in most of these clashes are much the same; and there is little prospect of permanent harmony unless both the great communities exercise forbearance and mutual toleration. A feature of the year symptomatic of the tension between the two communities was the number of Mahabir Jhanda processions taken out, apparently at all seasons of the year, and increasingly in areas where no one found it a necessary part of his religion so to proceed before. It is a significant commentary on communal relations that on the day of the Phenhara firing, which was not the date of any major festival, no less than six Magistrates in Champaran alone had to leave their ordinary work and go on deputation, with police

forces, to various places in the district, in order to keep the communities apart on the occasion of these Mahabir Jhanda demonstrations. The very heavy burden on the administration need not be emphasised, but unless the two great communities take the situation in hand in good time, the increased expenditure, that may become necessary in future in order to maintain law and order in the province, may make the administration, in return, a burden on the people.

In addition to Hindu-Moslem tension there was some local friction, erupting in criminal cases, between Christians and Hindus, among the aboriginals of Chota Nagpur, owing to resentment at intensified Hindu missionary activity, chiefly in Palamau district.

Within the Hindu community itself, although the declared intention of Dr. Ambedkar, in October, to lead the depressed classes out of the Hindu fold, caused a considerable stir in orthodox circles, it does not seem to have had much effect on the depressed classes in this province.

Crime and Terrorism.

The year saw a marked increase in crime. The figures of reported cases in 1935 as compared with the triennial average for the three preceding years are :—murder 362 cases against 355, dacoity 475 cases against 415, robbery 249 cases against 205, burglary 16,320 against 15,482, theft 9,664 against 9,260, cattle theft 843 cases against 593 and riot 780 against 762. The increase in dacoity is not as serious as the figures suggest since the figures for the 2nd quarter are swollen by 28 cases in Saran which were merely revivals of suppressed or minimized cases of previous years.

It is difficult to account for the increase in crime, but possibly the explanation may be found in the fact that the previous three years' period was a period of slump in crime after the boom in crime during the Civil disobedience era. Perhaps insistence on better reporting and the preoccupation of the police, in some districts, with communal trouble were also responsible for the increase in the figures. It is interesting to note that the no-police tract in the Santal Parganas likewise recorded an increase, attributed to the economic depression. To cope with the problem there was an energetic drive of bad livelihood cases of which no less than 919 cases against 1,695 persons came before the courts in the course of the year. In Champaran and Purnea where there had been successful prosecutions under section 110 of the Criminal Procedure Code, there was a sharp decrease in dacoity, vanishing to none in

the 3rd quarter in Champaran. Purnea also greatly benefited from the registration, under the Criminal Tribes Act, of 375 notorious North Bhagalpur criminals.

A serious riot occurred in January at Sonagarha in Singhbhum, where some tipsy Gurkhas attempted to take liberties with Santal women. This resulted in a minor battle with the Santals in the course of which five persons were killed and six injured. In Monghyr some Gwalas resisted the police who were searching for an absconder and the sub-inspector had to fire to disperse them injuring three men. A peculiarly grim case of murder occurred in Hazaribagh district where a Munda decapitated a girl in broad daylight, carried the head to his house and offered it as a sacrifice to his household gods. Some particularly revolting cases of dacoity were reported from the industrial areas of Chota Nagpur. Thus in one case in Manbhum the clothes of the complainant's father were soaked in kerosene and the old man held over a fire sustaining severe burns, while in another case an inmate of the house attacked was burnt to death by the dacoits. Again in a Singhbhum case the dacoits tortured the owner of the house with burning rags, the unfortunate victim later succumbing to his injuries. For this a dacoit gang from Midnapur district in Bengal was held responsible and 19 men were committed for trial to the Court of Sessions, of whom two were convicted by that Court. There were some daring cases of robbery. In Purnea two mail peons were attacked and robbed of their mail bags; while a Marwari lady travelling on the East Indian Railway was robbed between Hazaribagh Road and Gaya and relieved of ornaments and jewellery valued at Rs. 5,000. Again in a train robbery on the East Indian Railway the assailant tried to throttle a constable, who happened to be on leave. The constable, however, had the presence of mind to pull the alarm chain and the robber was arrested.

A satisfactory feature of the year was the increasing co-operation of the public in the war against crime. In a case in Monghyr the villagers resisted dacoits so vigorously that they were compelled to retire empty-handed, while in Saran the villagers and village police combined to put a band of dacoits to flight. In June, in a place in the Santal Parganas, the villagers stoutly resisted a gang of dacoits, killing one with an arrow. The hero of the affair, one Daso Mistri, was among those who were, subsequently, publicly rewarded for their gallantry by His Excellency the Governor at the Annual Police Parade at Patna. Eleven men were sent up for trial in this case of whom three were convicted and each sentenced to five years' rigorous imprisonment. Then again, in

Purnea district, in October, the villagers resisted a gang of dacoits armed with two guns, and arrested a dacoit whose confession led to the arrest of a number of persons, eleven of whom were committed to the Court of Sessions and eight of these convicted.

There were a number of instances of smart action by the police. For example, in March, a police party led by the Deputy Superintendent of Police, Saran, acting on information lay in wait for dacoits. At about 1 A.M. some 25 dacoits attacked the house and were in turn attacked by the police who, using fire-arms, wounded a dacoit and captured him. This led to a confession and the arrest of several persons including six with gunshot injuries. Sixteen men were sentenced in this case to seven years' rigorous imprisonment each. Again, in October, the sub-inspector of police of Sikta police-station, in the district of Champaran, on receipt of information, organized a party of constables and rural police and intercepted a gang of dacoits, arresting three on the spot. In this case six persons have been committed to the Court of Sessions, while 12 persons are absconding in Nepal. In Purnea, Patna and Singhbhum districts the police unearthed gangs of coiners with connections in Bengal.

A disquieting feature was the continued occurrence of railway obstruction cases. There were 47 such cases during the year. Although none of these cases had fatal results, the persistence of a mentality among certain persons, who would derail trains by tampering with the line or signals, in order to express their grievance against society, is a source of ever-present danger to the public.

Terrorist activity during the year was not inconsiderable. On April 3rd a bomb exploded in a Sikh Gurdwara in Patna City. The occurrence apparently had no political significance. In June, four youths who had been preparing to commit a political dacoity in the Jharia Coalfields were arrested by the police. One confessed and the other three were sentenced to four years' rigorous imprisonment. On the 6th of July, while six youths belonging to the Madhubani revolutionary party were manufacturing bombs at Gandhwar in the Madhubani subdivision of Darbhanga district, one bomb accidentally exploded killing one of them outright and injuring the others severely. One of the five survivors turned approver and the other four alleged survivors were being tried by the Court of Sessions at the end of the year. Again, at the end of December, a train on the Fatwa-Islampur Light Railway ran over and exploded a bomb, which had evidently been placed on the line with sinister intent. No one was hurt and the event probably had no political complexion.

Nine more persons were interned and three (including an arms smuggler) were externed under the Bihar and Orissa Public Safety Act during the course of the year. This Act, which was due to expire in March 1936, proved a most effective weapon in dealing with terrorism and communism and the necessity was felt of the re-enactment of certain sections as a permanent measure. Just after the close of the year the Legislative Council extended the operation of these sections for five years more.

The Press.

Of the papers that began publication during the course of the year mention may be made of the *Sentinel*, an English weekly published at Ranchi since March, the *Istiqlal*, an Urdu twice-weekly of Patna, published since November, and the Hindi *Janak*, a daily of Patna that appeared at the end of the year.

Security under the Indian Press (Emergency Powers) Act was demanded only from the *Jamhoor*, an Urdu weekly of Patna, for an article containing a thinly-veiled incitement to murder; at the time of declaration, from the *Istiqlal;* and from the ' Chandrakala Press ' at Hazaribagh. The *Jamhoor* ceased publication on demand of security. The securities deposited by the *Yogi* and the *Navashakti* in the course of the previous year remained intact at the end of the year. As a mark of protest against the certification by the Governor-General, in September, of the Criminal Law Amendment Bill, which the Assembly had refused to consider, certain papers withheld publication for a day.

Nevertheless the press as a whole, even those papers which are, from policy, automatically hostile to Government, offered every facility to the Publicity Officer in the publication of Government material; and, as the year advanced, all but the most extreme papers evinced an increasing readiness to try to understand the Government point of view.

Labour.

The year was fairly free of industrial disputes. The strikes that occurred were of a minor nature and hardly merit detailed record.

There was an increasing disposition among employers to consider sympathetically the legitimate grievances of workers. Thus the India General Navigation Company met to a great extent the demands of the workers at their Digha workshop, who struck work for a few days in December, owing to the discharge of 78 of their number; and the action, in July, of the Tata Iron and Steel Company in granting a bonus of one month's pay to all their employees at an estimated expenditure of about Rs. 10 lakhs

had a settling effect among the workers in one of the most important labour areas of the province.

There was some increase in Trade Union activity, in Monghyr and Jamalpur, as elsewhere, under the inspiration of the All-India Trade Union Congress and the Socialist Party; but, in places, the workers resented the attempts of the Socialist Party to use them for political ends. On the other hand the accredited leaders of the workers took a keen interest in the position of Labour under the New Constitution; and the Metal Workers Union of Jamshedpur in co-operation with unions from the coalfields appeared before the Hammond Committee at Ranchi in October to argue the Trade Union point of view. In the same month the Provincial Congress Committee at its meeting at Patna showed some interest in labour matters and appointed Mr. Abdul Bari to investigate the labour problem throughout the province, while Babu Rajendra Prasad himself proceeded straight from the Patna meeting to Jamshedpur in order to try to patch up some agreement between the Metal Workers Union, which wished to keep aloof from politics, and its moribund rival, the Labour Association, with its distinct Congress sympathies. At the end of the year, the release, on the 27th November, of Manek Homi from the Seraikela Jail evoked considerable enthusiasm among workmen in the Jamshedpur area.

Legislative Council.

The Hon'ble Babu Rajandhari Sinha continued to be the President and Rai Bahadur Lakshmidhar Mahanti, the Deputy President, of the Legislative Council throughout the year.

Two sessions of the Council were held, one at Patna in January-March and the other at Ranchi in August-September. The Council sat for 35 days in all. Twelve days were devoted to the budget, thirteen days to the transaction of official business and ten days to non-official business.

A number of beneficent measures were passed during the year. The Bihar and Orissa Municipal (Amendment) Bill making provision for the compulsory notification of certain infectious diseases; the Bihar and Orissa Nurses Registration Bill providing for the registration and better training of nurses, health visitors, midwives and *dais*; the Bihar and Orissa Co-operative Societies Bill intended to replace the Co-operative Societies Act of 1912 with such alterations and additions as experience in this province had shown to be desirable; these three measures, which had been

introduced and referred to Select Committees on the 5th September, 1934, were passed into law in February, 1935. The Bihar and Orissa (Central Provinces Village Sanitation) (Amendment) Bill, which was introduced and passed on the 25th February, provided for the taxation by the village panchayat of motor vehicles bringing goods for sale into a local area in Sambalpur district.

The Bihar and Orissa Local Self-Government (Amendment) Bill, 1935, and the Bihar and Orissa Municipal (Amendment) Bill, 1935, introduced and passed in the Winter Session extended the term of local bodies from three to five years. An important measure introduced and passed during the Winter Session was the Bihar Tenancy (Amendment) Bill, 1935. This placed restrictions on the power of alienation of land by the aboriginals of Bhagalpur and Monghyr districts, where the increase in the burden of indebtedness of the aboriginal population, occasioned by the fall in the prices of agricultural produce, and the consequent passing of their land into the hands of non-aboriginal money-lenders had been causing grave unrest among the Santals. The enactment of this measure afforded the aboriginals in these districts a protection similar to that which their brethren in the Santal Parganas and in Chota Nagpur had long been enjoying.

In the Summer Session the Council passed the Indian Forest (Bihar and Orissa Amendment) Bill, 1935. This had been introduced in February and gave the local Government power to suspend the exercise of private rights in reserved and protected forests wherever thefts of timber and forest produce occurred on such a scale as to imperil the future yield of the forest. On the 28th August, 1935, the Bihar and Orissa Co-operative Societies (Amendment) Bill, 1935, was introduced, taken into consideration and passed. The Bill aimed at saving Central Banks and registered societies from being forced into liquidation, by empowering the Registrar to sanction compromises and certain kinds of arrangements with creditors on the lines of section 153 of the Indian Companies Act.

In addition to the nine Bills which the Council passed, ten Bills were introduced in the course of the year of which two were left at the introduction stage, seven were circulated and one was referred to a Select Committee. The Mussalman Wakf Bill of 1933 which had been referred to a Select Committee in March, 1933, and had since then twice been recommitted to the same Select Committee made no legislative progress during the year.

There were some very interesting debates in the course of the year. For three days in January the Legislative Council discussed the Parliamentary Joint Select Committee's Report on the White Paper proposals for constitutional Reforms in India. The debate for the most part was on a high level, and although many recommendations in the Report were severely criticized as "betraying a deep distrust of Indian capacity and character" and the omission from the Report of the expression 'Dominion Status' was particularly deplored, it was clear that there was an almost unanimous desire to work the new constitution. Indeed one courageous Muslim member appealed to the House to drop camouflage and to recognize that the proposals gave as liberal a constitution as existing facts permitted. In the Ranchi Session keen debates took place on the proposals of the local Government for the expenditure of the Government of India Rural Development Grant, and on the proposals for the delimitation of constituencies under the new constitution.

Fifty questions remained pending from the Summer Session of 1934, and 52 remained over at the end of the year. At the close of the Summer Session the Hon'ble the President emphasized from the Chair the undesirability of leaving many questions unanswered until the next session. However, 356 questions on a very wide range of subjects were actually answered in the course of the year against 347 in the preceding year. The question in the Ranchi Session on the subject of the confidential circular of Government warning District Officers in Chota Nagpur of the undesirable activities of certain Arya Samajist lecturers, which had been splashed in the Press, with acid comments, causing considerable misapprehension in Hindu circles all over the country, afforded Government an opportunity of explaining its attitude of strict neutrality in religious affairs and allayed thereby the misconceptions that had been promoted. Twenty-three questions were disallowed under the Council Rules and Standing Orders. There was a great and continued decrease in supplementary questions, 386 such questions being asked in 1935 against 596 in the previous year and 624 in 1933. Eleven of the 99 resolutions of which notices were received were disallowed under the Council Rules and Standing Orders. Of the remaining 88 only 22 were actually moved. Four resolutions were carried and four negatived, while 14 were withdrawn. Of the resolutions carried, one protested against the contemplated "partial exclusion" of Chota Nagpur under the Reforms, and provided one of the most

interesting debates of the Winter Session. Another important resolution that was carried advocated the appointment of a committee to devise ways and means to relieve unemployment. In accordance with this resolution a committee was set up by Government and was well under way with its enquiries at the close of the year. An interesting resolution that was negatived by two votes advocated the introduction of a system of competitive examination for recruitment to the provincial services; while the resolution of the first Congress Left Wing member in the Provincial Legislature, which advocated the appointment of a Revenue officer under section 112(1) of the Bengal Tenancy Act to scale down rents generally in the province was defeated at Ranchi by a majority of 38 votes, only 12 members voting in its favour. The same member moved the reduction of canal rates in the areas served by the Gandak and Sone canals, but withdrew his resolution after the Government reply.

In the course of the year there were nine by-elections to the Council. Of these only the by-election to the East Patna Muhammadan Rural Constituency was contested, Mr. Wazir Hassan Akbari defeating Mr. Syed Hassan by 460 votes to 422. In view of the impending constitutional developments His Excellency the Governor extended the term of the Legislative Council for a further period of one year with effect from the 19th January 1936.

Floods.

The lateness of the monsoon in setting in and its early departure would suggest at first sight a year of drought rather than of flood. But the unevenness with which the rainfall was distributed between July and September was responsible for widespread floods in North and South Bihar. At the end of the first week in August heavy rain fell in Chota Nagpur and South Bihar causing floods in Gaya and Patna districts. The Punpun with its tributaries the Morhar and the Dardha inundated the countryside. The *bhadai* crop was very seriously damaged in and around the Jehanabad subdivision of the Gaya district. The flood interrupted railway traffic on the Grand Chord line for about two days, a bridge at Akbarpur at the southern extremity of the Dehri-Rohtas Light Railway and another on the Fatwa-Islampur Light Railway were carried away; while the Patna-Ranchi road was badly breached at several places. An alarming feature of the flood was the threat to Patna City itself where an iron shutter in a culvert near Gulzarbagh station

was carried away overnight. The efforts of the staff of the Public Works Department and the District Board saved the city from serious damage. On the 23rd August the rise in the Lakhandeyi and other small rivers breached the ring-embankment that surrounds Sitamarhi since the earthquake, and flooded the town. Fortunately the water subsided on the 25th. In the Bhagalpur district the Kosi in flood, as was fully expected, washed away the embankment put up to protect Madhipura, and also interrupted the train service to Supaul.

In September the unfortunate Tirhut Division once more suffered the worst natural calamity of the year in the province. Within a week of the 16th September twenty-five inches and more of rain deluged the greater part of the Division. This excessive rainfall coincided with high flood in the Bur Gandak in Muzaffarpur and Darbhanga districts. Therefore, while parts of Champaran and Saran also suffered badly, the damage was greatest in the Sitamarhi and Sadr subdivisions of Muzaffarpur and in the Sadr and Samastipur subdivisions of Darbhanga district. Some idea of the floods can be gathered from the fact that the roads, which, of course, were badly breached in all the districts, were at some places as much as ten feet under water. The loss of life from drowning was insignificant, thanks to the prompt measures of relief undertaken by the officers of Government and local bodies, and also by non-official organizations; but several persons lost their lives by the collapse of mud walls, and many thousands of mud houses and thousands of maunds of grain were badly damaged in the affected areas.

To cope with the situation caused by the floods, Government gave whatever relief was necessary. For the August floods, Government had given Rs. 5,000 for the relief of distress in the Gaya and Patna districts, and Rs. 6,000 for relief in Tirhut. The September floods necessitated relief on a more extensive scale. About a lakh of rupees was placed at the disposal of the Commissioner of the Tirhut Division for gratuitous relief in the form of grants for house-building, or for *rabi* seeds, to compensate the poorer classes for the extensive damage to houses and crops that the flood had caused. In addition a sum of Rs. 96,000 was allotted to the four districts of the Tirhut Division for the purpose of *taccavi* loans and the Collectors in these districts were also authorized by Government to stay certificate cases at their discretion.

The Economic Situation.

There was, on the whole, no marked improvement in the economic condition of the people, but the slight increase in the revenues of the province under several heads suggests that the worst of the economic depression is over. There might indeed have been a distinct amelioration in the condition of the masses had not the monsoon in 1935 been disappointing almost everywhere in the province except Purnea and parts of Orissa. In June and July there was a marked deficiency in the rainfall, while in August and September the rainfall was exceptionally heavy in certain areas causing floods in the Patna and Tirhut Divisions with considerable damage to the *bhadai* and winter rice crops. In October the monsoon failed almost completely except in Orissa, with unfavourable results not only on the winter rice crops at the time of seeding, but also on the germination and growth of the *rabi* crop. Indeed the all but entire absence of rain in the last quarter of the year did not give promise of a good *rabi* harvest. The failure of the later rains gave the ground in December the hard aspect of February, and already at the end of the year the wells in the Ranchi district were beginning to dry up.

While the condition factor for the winter rice, sugarcane and *rabi* crops of the 1934-35 season was finally estimated at 99 per cent, 97 per cent and 90 per cent respectively of the previous ten years' average, the condition factor for the winter rice of 1935-36 was only 74 per cent and for sugarcane was 90 per cent. The *bhadai* crop was estimated at only 84 per cent of the previous ten years' average.

The effect of the unfavourable harvests, however, is not likely to make itself fully felt till the following April or May when a temporary set-back in the condition of the agriculturists is feared. The scanty harvests in the districts of Bengal bordering on the Bhagalpur Division reacted unfavourably on agricultural labourers in that division, who, in good years, secure employment during the harvest season across the borders. To relieve distress among the agriculturists, caused by floods and failure of crops, Government gave a sum of just under two lakhs of rupees for free grants and just under four lakhs as *taccavi* loans. In parts of Singhbhum district the partial failure of crops in the previous season gave cause for anxiety, and in addition to a sum of over Rs. 70,000 included in the *taccavi* loans, already mentioned, a sum of Rs. 32,000 was spent on relief works for the benefit of the labouring classes in the Dhalbhum, Kolhan and Porahat areas of that district.

There were some bright features in the situation. The sugarcane season started in November with a slight rise in the minimum

price of sugarcane which was at first fixed by Government at 5½ annas a maund, or half an anna more than the minimum price of the previous season. Unfortunately as the season advanced the price had to be reduced owing to the fall in the price of sugar and with the New Year it was at 5 annas once more. However, the increasing vigilance of the Sugarcane Inspectors appointed by Government to supervise the working of the Sugarcane Rules protected the sugarcane cultivators to a growing extent from the depredations of middlemen. The price of common rice continued to show a tendency to rise. In July the average price for the province was 11.97 seers to the rupee against 12.91 seers the year before, while at the close of the year it was 11.79 seers to the rupee against 13.48 seers in the first week of 1935. On the other hand the price of lac, which had almost doubled itself in the previous year owing to artificial manipulations of the market, fell back sharply to Rs. 25 per maund by the middle of the year. The daily wages of agricultural labour ranged between 1 anna 6 pies to 3 annas in Sambalpur district and 4 annas to 6 annas in Shahabad. The progress of earthquake and flood reconstruction work continued to furnish employment to labour, while the grants disbursed by Government and the Bihar Central Relief Committee, and the bonus of Rs. 10 lakhs awarded to their employees by the Tata Iron and Steel Company put large sums into circulation.

Nevertheless in the districts of North and South Bihar there was a good deal of agitation organized by the Kisan Sabha against the burden of rents and canal rates. While much of the agitation was spurious there is no doubt that in some places, especially in the Gaya district, where produce rents had been commuted to cash rents during the period of high prices of agricultural produce, the great fall in the price of agricultural produce, estimated in 1934-35 to have fallen in this province by about 60 per cent as compared with the prices for 1928-29, made the burden of the cash rents very heavy on the tenants. On the other hand, owing to the Bihar Tenancy Amendment Act, 1934, which came into force in June and permitted the unrestricted transfer of *raiyati* land on payment of a fixed transfer fee of 8 per cent to the landlord, there was a distinct tendency, in the districts of Bihar proper, for the price of agricultural land to rise and tenants were able to raise more money from the mortgage of their lands than before.

In March, at the instance of Government, the Legislative Council passed the Bihar Tenancy Amendment Act, 1935, to meet the special needs of the Santals of Bhagalpur and Monghyr

districts. The importance of minor irrigation works in improving the economic condition of the people was recognized by Government and one lakh of the Government of India Rural Development grant was devoted to this purpose. The Commissioner of the Bhagalpur Division emphasised the remarkable effect of small irrigation works in saving crops within the Banka and Godda subdivisions where the rice crop in unirrigated areas had been particularly poor owing to the insufficient rainfall. To deal with the general problem of irrigation projects Government examined proposals for legislation and it was hoped to introduce a Government Bill to amend the Minor Irrigation Works Act of 1922 so as to facilitate the execution of minor irrigation projects.

Labour Welfare.

There was a further slight but general rise in the cost of living due chiefly to the increase in the prices of food grains. There was no marked fluctuation in the price of clothing, which was everywhere, except strangely enough at Jamshedpur and Jharia, higher than in 1914. In Jharia it was at the same level. In Jamshedpur, the dearest town of the province, it was in the first quarter of the year 94 per cent of the price in 1914, while at Cuttack, the cheapest town of the province, it was during the same period 130 per cent of the pre-war price at Cuttack.

The Jharia Mines Board of Health continued to do useful work, and lighting and fuel continued to be supplied free to the miners of the Jharia area.

Finance.

The opening balance on the 1st April 1935 was 46,84 Rs. (including 18,17 Rs. in the Famine Relief Fund and 8,43 Rs. in the Road Development Account) and was 1,49 Rs. more than the opening balance of the previous year.

The slight improvement in the revenue during 1934-35 was maintained during the course of the year. The improvement in the position was mainly due to increased receipts from land revenue, excise, stamps and irrigation. The improvement in the revenue was counter-balanced by increased expenditure. The increases, however, were mostly the restoration of retrenched items, namely, the restoration from the 1st April 1935 of the remaining 5 per cent cut in salaries, of the primary education grant and partially of the Commissioner's augmentation grants.

In the Budget for 1935-36 the expenditure charged to revenue was estimated at Rs. 5 crores 45 lakhs or 14 lakhs more than the figures for the preceding year. This increase included at least

10 lakhs of expenditure due to unavoidable items but even so the total was still far below the figure accepted by the Federal Finance Committee as the probable future normal expenditure of the province.

New schemes had to be cut down to the minimum. Only 2½ lakhs were assigned in the Budget for new schemes properly speaking. The most important were a small permanent increase in the armed police force to replace a larger temporary increase which had been necessary for the last several years, the creation of a whole-time post of Professor of Opthalmology at the Patna Medical College, and the addition of some overseers and *kamdars* to the subordinate agricultural service. During the year it was found that owing to Excise bringing in more than was anticipated, the opening balance was likely to be greater and probably also the total revenue for the year. Government therefore put forward supplementary demands totalling 5½ lakhs which were accepted by the Council at the Ranchi Session. The most important of these were the restoration of the balance of the Commissioners' augmentation grant and an increased grant of 1 lakh for repairs to communications.

Government expenditure necessitated by the earthquake, in so far as the reconstruction of buildings is concerned, is being met from capital, and the local Government are meeting their share of such expenditure from borrowed money. The estimated expenditure in this connection was summarized by the Finance Member in his Budget speech as follows in February 1936 :—

> " The total expenditure, therefore, which the Government of India is likely to incur in connection with the earthquake is about 206 lakhs and that to be incurred by the local Government about 69 lakhs."

These figures do not include the very large amounts, well over half a crore of rupees, which the local Government, as a result of the earthquake, were compelled to borrow in order to advance loans to all classes of the people. Nor of course, in the absence of the figures of expenditure from Charitable Funds and from private resources can they give anything like a complete picture of the cost of the earthquake to the people of Bihar and of India.

The grant by the Government of India of Rs. 12½ lakhs for the purpose of rural reconstruction was widely welcomed in the province. Rs. 6 lakhs were allotted for expenditure on village roads, calculated to bring the produce of the villager into touch with

important markets, and Rs. 5 lakhs were assigned for the improvement of rural water-supply the need for which was universally acknowledged; Rs. 1 lakh was set apart for irrigation projects in the Tirhut Division, and the balance for the organization of Village Welfare Societies. Another grant of the Government of India that was widely approved was the amount of Rs. 4 lakhs, allotted for the improvement of sugarcane, and of the position of sugarcane-growers.

The financial position of the province was summed up in a sentence in the Budget speech of the Finance Member when he said, " The present revenues of the province are insufficient for its large population, and there is little or no chance of increasing those revenues by further taxation and therefore the only financial hope that the province has is in a more equitable financial settlement which will take into consideration the dense population of the province."

At the end of the year, the impending advent of Sir Otto Niemeyer, to enquire under the Government of India Act, into the financial relations of the provinces with the Centre, found the province united behind its Government in its demand for a more equitable financial settlement.

District Boards and Municipalities.

During the year earthquake reconstruction work, financed by the Government of India, continued in all the local bodies affected by the earthquake. Unfortunately the severe floods of August and September in the Patna and Gaya districts and in all the districts of the Tirhut Division caused further extensive damage to the roads and culverts of these districts.

As previously mentioned, the term of both district and municipal boards was extended by legislation from 3 to 5 years, while the notification, to an appointed authority, of all cases of certain infectious diseases was made compulsory in municipalities. During the year other measures were also planned to effect improvements in the administration of Local Self-Government. Thus in the Ranchi Session " The Manbhum Road Board " Bill was introduced in the Legislative Council. It was designed to set up a separate local authority for the better administration of the roads in the colliery areas of Manbhum district; and similar legislation was contemplated for the colliery areas of Hazaribagh district. At the same time, in order to compensate the district boards of Manbhum and Hazaribagh for the great restriction in their budgets due to the slump in the profits from the coal

industry, Government introduced a Bill in the Ranchi Session to amend section 6 of the Cess Act in order to take power to levy a cess not only on the profits but also on the despatches of the output from mines. In deference to the views of the representatives of the Mining interests, however, Government accepted a motion for the circulation of the Bill for eliciting public opinion.

The administration of the municipalities continued to be carefully examined by Government in the interests of the public. The Hajipur municipality, which had been superseded the previous year, was released from supersession in September, elections having been held in July. The Gaya municipality was superseded in June owing to the chronic factions among the municipal commissioners.

It was decided to release the Patna City municipality from supersession, and elections are to be held in February 1936. The supersession of the Cuttack municipality was extended for six months up to the end of July 1936 in order to enable Government to complete several works of improvement already undertaken before handing over charge to the new commissioners. The unfortunate state of the collections of Darbhanga and Deoghar municipalities compelled Government to supersede them partially in February and May respectively.

A welcome addition to the amenities of the province was provided by the Government of India in the shape of a grant of some Rs. 7 lakhs from the Road Development Fund for the construction of certain long-needed bridges. The projects included the Guli causeway on the Chatra-Chauparan road, and the Jamunia bridge on the Dumri-Bermo road in the Hazaribagh district; a bridge between Latehar and Latehar Railway station in the Palamau district and a bridge between Jajpur and Jajpur Railway station in the district of Cuttack.

With these, and the grants to district boards for road maintenance, out of the proceeds of the Motor Vehicles Taxation Act, which this year were much larger than ever before, the position of the boards as a whole, in spite of the extensive damage to communications by flood in several districts, was not as unenviable as might at first appear.

Education.

The revival of the post of special officer for Primary and Girls' Education in the previous October resulted in a distinct increase in the interest taken in primary education during the year. The restoration in full, from April, of the balance of the 10 per cent cut in the grants to local bodies for primary education, which the financial position in 1932-33

had necessitated, will also help the cause of primary education, by making it possible for the district boards to give more adequate pay to the trained teachers in their employment. The arrears, however, in the salaries of the teachers under certain local boards still remained a disquieting feature. A revised syllabus for *madrasas* was prescribed as the result of the labours of a committee appointed to examine the old syllabus.

On the recommendation of the Provincial Board for Anglo-Indian and European education, Government directed that in future the boarding-schools for Anglo-Indian and European girls should be inspected by the Inspector of European Schools assisted by a lady to be nominated by the Director of Public Instruction in consultation with the authorities of the schools concerned.

In order to foster education among the depressed classes, Government decided to grant free-studentships to all college students belonging to the depressed classes who are not already in receipt of scholarships from public funds. With the same end in view the five posts of special inspecting officers for the education of the depressed classes, which had first been sanctioned in 1927, were placed on a permanent footing in November.

The post of auditor of accounts for the aided colleges and schools in the Patna, Tirhut and Bhagalpur Divisions was made permanent in June, while the appointment of the temporary auditor for the Orissa and Chota Nagpur Divisions was extended till the end of February 1936. After that date, with the separation of Orissa, there will be only one auditor for the whole province of Bihar.

Owing to the transfer to Delhi of the Imperial Institute of Agricultural Research, Government decided to close the Pusa High school as a Government institution from the 1st January 1937.

Considerable progress was made in the reconstruction of educational buildings damaged or destroyed by the earthquake of January 1934.

The cause of education in the province continued to benefit from the generosity of private individuals. Raja Bahadur Kirtyanand Singh of Banaili who, owing to ill-health, had to resign the Presidentship of the Bihar and Orissa Sanskrit Association, in which office he was succeeded by the Hon'ble Maharajadhiraja Sir Kameshwar Singh, K.C.I.E. of Darbhanga, gave seventeen and a half acres of land for the reconstruction, on a new site, of the Purnea Zila school, destroyed by the earthquake.

Seth Hazari Mall of Raxaul, Champaran, donated Rs. 12,000 for the improvement of the buildings of the Raxaul High school. To commemorate His Majesty's Silver Jubilee Mrs. Jyotirmoyee Das gave Rs. 1,500 to the Patna University for the award of a medal for Hygiene. Again, on the occasion of the Silver Jubilee, Rai Bahadur Ram Ranvijay Singh of the Khadga Vilas Press, Bankipore, and Babu Ram Lochan Saran Bihari of the Pustak Bhandar, Laheriaserai, supplied some 10,000 and 15,000 copies respectively of Silver Jubilee booklets, in the vernacular, for free distribution among school children in the province.

The subject of education continued to figure prominently in the discussions of the Legislative Council, and the address of Sir Tej Bahadur Sapru at the Patna University Convocation in November, advocating a modification of the system of education in order to mitigate unemployment among the educated classes, aroused considerable public interest.

The Patna Blind School, at an annual expenditure of Rs. 7,212 met by grants-in-aid and public subscriptions, continued to do some fine work for the education in arts and crafts of blind boys from the poorer classes.

Medical Relief.

There were 690 hospitals and dispensaries of all classes in the province at the beginning of the year, 126 in urban and 564 in rural areas. Two new dispensaries in rural areas were opened and one dispensary closed during the year.

At the Patna Medical College Hospital notable improvements were effected. A modern deep X-Ray therapy apparatus was installed at a cost of Rs. 25,000 and the staff of the hospital was strengthened by the appointment of a lady doctor to take charge of the female out-door department, and of another fully-qualified Assistant Surgeon in the Ophthalmic and Aural department.

In Saran district the continued generosity of Babu Girdhar Gopal Sinha, an Advocate of Chapra, did much for the comfort of the sick. This gentleman endowed the Chapra Sadr Hospital with an annual income of Rs. 482, and the Siwan Subdivisional Hospital with an annual income of Rs. 240 for additional diet to the in-door patients. Moreover, from his donations, a separate female ward with an operation theatre and two paying wards for female patients were constructed at the Siwan Subdivisional Hospital.

At the Monghyr Sadr Hospital an electric water pump and a Medical and Surgical Diathermy set were installed, while the X-Ray plant damaged by the earthquake in the previous year was repaired. A new X-Ray apparatus was installed at the Ranchi Sadr Hospital.

The scheme for the construction on a new site of the Darbhanga Medical School Hospital, which had been destroyed by the earthquake, was administratively approved by Government at a cost of Rs. 8½ lakhs and work on detailed plans and estimates taken in hand.

As previously mentioned a new chair was created in Ophthalmology and Oto-rhinolaryngology at the Patna Medical College. At this college 92 students appeared in the final Part II M.B., B.S. examination of whom 36 were successful.

At the Itki Sanatorium the new female wards which were under construction the previous year were completed and occupied; the scale of fees for European patients was revised, and a scheme for providing the increase in accommodation that was so urgently needed was taken up on the basis of contributions from local bodies.

In the course of the year the Bihar and Orissa Maternity and Child Welfare Society opened a centre at Ranchi; and in November, the visit to Patna, on the invitation of the Hon'ble Mr. Syed Abdul Aziz, Minister of Education and Development, of Rai Bahadur Dr. Mathura Das, retired Civil Surgeon, of Moga in the Punjab, who in the course of a few days operated on hundreds of patients for cataract of the eye, aroused considerable interest among the public.

The cause of Medical Relief was greatly benefited during the year by the public donations to His Majesty's Silver Jubilee Fund, a good portion of the provincial collection being returned to the province for expenditure, within the province, on the activities of one or other of the relief organizations selected by His Majesty.

Public Health.

The population continued to increase. Over a million and a quarter infants were born in the province in 1935 while less than a million persons died. The birth-rate was 34 per thousand and the death-rate 25 against a birth-rate of 32.2 and a death-rate of 26 per thousand in the previous year.

Once again the great majority of deaths were due to those diseases compendiously described as 'Fevers', among which

malarial complaints were the most important. The year again saw a widespread epidemic of cholera, which as usual reached its climax during the rains and was most virulent in Gaya, Hazaribagh, Muzaffarpur, Champaran and Darbhanga districts. The total number of deaths from cholera was 65,700 against 62,537 in the previous year. Thus cholera was still the most deadly of the epidemic diseases, the total deaths from small-pox showing a satisfactory decrease from 30,310 in 1934 to 22,320 in 1935, and the deaths from plague a similar decrease from 4,833 in 1934 to 2,721.

The general improvement in public health may be ascribed in great part to the preventive measures taken by Government. Forty-six epidemic doctors were detailed by Government on cholera duty in the affected areas of the districts. Anti-cholera inoculation has become increasingly popular and just under a million doses of anti-cholera vaccine were issued from the Vaccine Department at Namkum. In addition the use of cholera bacteriophage became general. Over a hundred thousand phials of bacteriophage were supplied to the cholera-affected areas and, in the districts of Muzaffarpur and Purnea, choleraphage was exclusively used both as a preventive and a curative with considerable success. It is estimated that out of 8,887 cases of cholera treated in these two districts with choleraphage 7,034 or about 80 per cent were cured.

The improvement in the figures of deaths from small-pox is attributed to the immunity conferred by the extensive vaccination and re-vaccination carried out in 1933, when a widespread small-pox epidemic raged in the province, accounting for about double the number of deaths that occurred from small-pox in 1935. There has been no extension of the areas where primary vaccination is compulsory under the Bengal Vaccination Act, these areas being as before all the municipalities and ten districts. None the less, almost eighteen hundred thousand vaccinations, including over seven hundred thousand re-vaccinations were performed in the province during the year. It is felt, however, that small-pox is not likely to be completely eradicated unless both primary vaccination, and re-vaccination after an interval of seven years are made compulsory.

Plague is fortunately showing signs of gradual disappearance from the province but there are certain plague areas which required special attention. These include certain isolated tracts in the Tirhut Division and North Monghyr, where sporadic cases of plague recur each winter. The town of Bettiah continued to give

cause for anxiety, plague persisting therein since January 1934 with two brief intervals in the summer of 1934 and 1935. Two Government epidemic doctors were detailed on plague duty at Bettiah and temporary emergency regulations under the Epidemic Diseases Act, 1897, first introduced in February 1935 were reinforced in the Bettiah municipality from October 1935. To deal with the plague areas of Saran and Darbhanga four Government epidemic doctors were detailed and large quantities of anti-plague vaccines were supplied as usual to all the plague-infected areas in the province.

Seven municipalities, and twelve district boards continued to employ full-time health officers. Other local bodies maintained a small health staff, but in order adequately to deal with health problems, a suitable health organization scheme under a properly-qualified health officer is considered essential in all the district boards and at least in all the important municipalities.

The propaganda work carried out by the Public Health Bureau also helped in educating the people in problems of sanitation and hygiene and contributed to the general improvement maintained during the year in the public health of the province.

The department lent the services of six of its school and assistant school medical officers for the purpose of the Silver Jubilee Magic Lantern Lectures.

Water-supply and Drainage.

As much progress was made in the improvement of the water-supply and drainage system in the towns of the province as the provincial finances permitted.

Two projects of the first importance were completed during the year; one was the Puri waterworks, and the other the Patna City waterworks. A partial supply to the Baradanda area of Puri was available to the public shortly before the Jagganath festival in July resulting in a satisfactory decrease in the number of cholera cases. A regular supply to the public of Puri was given before the end of the year and it was decided that the Public Health Circle of this province should continue for three years to maintain the waterworks even after the separation of Orissa. In Patna seven new tube-wells, a pumping plant and a new elevated service reservoir at Khajekallan were installed, and the work on the distribution system in the City area was completed by the end of the year, permitting of a supply of water to the public from the New Year. At the waterworks in Arrah the installation of chlorinating plant was taken up and in Daltonganj a new pumping

plant put in. The work on the reorganization of the water-supply system at Bhagalpur continued. Good progress was made with the drainage scheme at Patna. The laying of the sewers advanced and the construction of the outfall works was taken up. It was hoped to complete the scheme before the monsoon of 1937.

To cope with the steady increase in the work to be done, a new Public Health (Engineering) Division with headquarters at Muzaffarpur was sanctioned by Government in May and was opened in June.

Jails.

Some minor reforms were introduced in the Jail administration during the year. The issue of hand fans during the summer and a cotton sheet to all prisoners in the province was ordered. As an experimental measure for one year the introduction of earthen jars in each ward for storing drinking water during the hot weather was approved. Instruction in hygiene and first-aid with the help of the magic lantern slides of the Public Health Department was imparted to the juvenile prisoners of the Hazaribagh Central Jail. At the Buxar Central Jail the manufacture of brass badges was introduced, as an experiment, and at Bankipore a Jail Depot is about to be established for the disposal of articles manufactured in the prisons of the province. From the beginning of the next financial year, male prisoners will be provided with two pairs of trousers and one pair of shorts instead of as hitherto with three pairs of shorts, and the shirts issued to them, hitherto sleeveless will have half sleeves. Another reform is that shutters are being provided to all day latrines.

Government have decided that in future the principal food grains, namely, rice, paddy, wheat and pulse which are ordinarily purchased in bulk for the central and district jails and sub-jails at district headquarters, shall be selected and purchased by a district committee for each jail, consisting of the District Officer, who will be the Chairman of the Committee, and the Superintendent of the Jail and another official to be nominated by the District Officer.

During the year the Central Jail at Bhagalpur was provided with electric lights.

The jails were generally over-crowded throughout the year.

Excise.

The modifications in the excise system introduced in the previous years continued to be vindicated by results. The number of cases of illicit distillation continued to decrease and the revenue from excise to increase,

thereby permitting the restoration of the cuts in the primary education and other beneficent grants of Government. The revenue for 1935 was one crore forty-seven lakhs against one crore thirty-two and a half lakhs in 1934. This was still about half a crore of rupees less than the revenues derived from Excise in 1929, whereafter, the collapse in agricultural prices and in the wages of labour brought with it such an increase in illicit distillation that Government was compelled to modify its excise system equally in the interests of the law and of the public revenues. Although there was nothing new in the reintroduction of the outstill system, and the Legislative Council itself had emphatically endorsed the policy of Government only in the previous year critics of the modifications in the excise system were not wanting during the year. Apparently they were not impressed by the example of the United States, which like the local Government, had been forced to reverse its policy owing to the havoc that the widespread illicit distillation and smuggling of liquor had wrought in the manners and morals of the people. It is true that the recorded consumption of country spirit increased from 570,206 L. P. gallons in 1934 to 614,005 L. P. gallons in 1935, but it is equally true that the number of detected cases of illicit distillation decreased, in even greater proportion, from 1,577 in 1934 to 1,195 in 1935. Whatever the personal impression of individual critics may be, there is little or no reliable evidence to show that the total volume of drink now consumed, both licit and illicit, is greater than it was a year or two ago. Certainly it is no greater than it was six or seven years ago, when people could afford to pay the high prices at which liquor was then being sold. If Government refuse to put a premium on illicit distillation by maintaining the prices of liquor at a level which the people can no longer afford, it is neither fair nor correct to allege the Government are deliberately encouraging people to drink more in order to swell the excise revenue.

The suggestion has been made that, in order to discourage excessive drinking, a minimum price for outstill liquor should be fixed. The possibility of doing this is being carefully examined by Government. There are serious practical difficulties in the way of enforcing such a system, but in Hazaribagh and the Dhanbad coalfields a convention has been reached whereby the liquor vendors have agreed to observe certain minimum prices; and the results of this convention will be carefully watched with a view to its extension, if possible.

During the year a scheme was prepared for the consideration of the Legislative Council, whereby cinema films advocating

temperance, among other subjects, might be shown to the rural masses in order to promote their social and moral welfare.

Survey and Settlement Operations.

The revision settlement of the Santal Parganas which had been going on since 1922 was brought to a close. In the revision settlement of the Dhalbhum subdivision of Singhbhum district, which had begun in the previous October, a total area of 1,165 square miles was cadastrally surveyed and *Khanapuried*. In the Ranchi district the settlement operations continued in progress, the records of an area of 1,355 square miles being finally published and the rents of 46,728 tenants settled. The tenants of Ranchi district continued to pay their settlement costs with alacrity, thereby showing the importance they attached to their record-of-rights.

The revision settlement of Dhalbhum is likely to be the last major settlement operation for many years, as Government, after considering all aspects of the matter, including the attitude of the Legislative Council towards proposals for revisional settlements, have decided not to take up any more major settlement operations after Dhalbhum is finished.

Forests.

The efforts to stimulate the sale of produce from the Government forests continued with marked success. The gross revenue for 1934-35 rose by over a lakh and a quarter rupees. Two wagons of figured *Asan* (*Terminalia tomentosa*) were exported from the Angul division to London, and it is anticipated that this is the beginning of a valuable new market for the timber of this province. The demand for bamboo for paper pulp also increased. Government approved of a thinning scheme in the pole forests of the Kolhan and Porahat Divisions as an experiment, and it is hoped that an extensive market for the produce of these forests will be opened up in the coalfields and in Calcutta and in electrification schemes elsewhere.

The policy of reservation of private forests continued with the co-operation of the proprietors, who, as a class, are becoming increasingly conscious of the importance of a scientific management of their forests by an expert body like the Forest Department. A further area of about three hundred square miles of forests in the Singhbhum district is thus being reserved by agreement with the proprietors.

For the better conservation of Government forests, some of the protected forests in Palamau and the Santal Parganas were

under reservation; and the Indian Forest Act was amended by the Legislative Council at Ranchi in order to protect the forests from indiscriminate destruction by the abuse of private rights. Moreover Government approved of a scheme involving the expenditure of Rs. 10,000 on a large scale experiment in the irrigation, by contour earthwork channels, of dry hill forests. In the forests of Dhalbhum and Kera a beginning was made in the demarcation of forests along contour lines, a method which appears to offer more advantages than the previous method of demarcation.

There was an increasing disposition in the press and among the educated classes to recognize the importance of the conservation and the improvement of the forests of the province in the interests of the people themselves. The Forest Department and the Bihar and Orissa Forest Association did a good deal of useful propaganda work, and it was decided to prepare a text-book in the simplest vernacular, in order to instruct school children on the value of forests. It is recognized that owing to the widespread illiteracy, ignorance and poverty among the people who inhabit forested areas, the task of education is not likely to be an easy one, but an impression has already been made and it is hoped that increasing efforts in propaganda for forest conservation and improvement will meet with increasing success.

Irrigation and Roads and Buildings.

The vagaries of the monsoon imposed a heavy burden on the Irrigation Department during the year. The failure of the rains in June and July caused an abnormal demand for canal water both in the Sone and Tribeni canals. Although regulations regarding closure were relaxed, some difficulty in the supply of water was experienced during the period of transplantation of seedlings. This was greatest in the Sone area owing to the frequent and continuous forced closure of the canal, caused by floods in the river Sone with silt trouble at the head of the Main Eastern Canal which was sanded up to a depth of about six feet. The floods that followed the heavy rainfall of August and September caused considerable damage to irrigation works and embankments in various parts of the province. The protective embankment round Laheriaserai, also, was threatened, while the Kosi breached the retired line at Madhipura, inundating the town thrice. To save themselves from the flood villagers at one place breached the Tirhut Embankment while at another place the police made a cut in the Saran Embankment. In Muzaffarpur the receding Bur Gandak badly eroded the flood protection works in the Sikandarpur quarter.

The cessation of the monsoon in September caused a heavy demand for canal water almost everywhere in the last quarter of the year. In the Dehri Division the total leased area for *rabi* irrigation was 14,018 acres against only 3,135 acres in the same period of the previous year. In Orissa where the previous abundance of rainfall had induced a marked disinclination among the people to renew their canal water leases, which had expired in 1934, the insufficiency of the rainfall in certain areas promoted a keen demand for canal water and steps were taken to renew as many of the lapsed leases as possible.

The repairs to the Teur canal, which had been closed the previous year owing to extensive earthquake damage, were completed and the canal reopened for irrigation in the first week of July. In the following week the head sluice of the Baya channel was opened. The bed of the channel had been raised by the earthquake and had to be cleared of silt and the sluice thoroughly repaired. The newly-repaired sluice was again damaged, this time by the September floods.

In Orissa, the work of protecting the right bank of the Mahanadi opposite the City Protective Embankment at Cuttack, the revetment of the portion of the Kathjuri left Embankment from Puri Ghat to Khannagar cremation ground, and the construction of an embankment about 9½ miles long, closing the Janardan and three other *Ghais* were completed during the year. At Ranighat, Patna, where several important Government buildings had been threatened by the erosion of the Ganges, the construction of a revetment was taken up at an estimated cost of about Rs. 10,000.

In order to expedite the progress of earthquake reconstruction work in North Bihar, the temporary post of Deputy Chief Engineer in the Roads and Buildings Branch of the Public Works Department was converted into a temporary post of Chief Engineer, and all the works of the department in the districts of Saran, Champaran and Muzaffarpur were placed in his charge with effect from the 1st April 1935. With effect from the 1st September, the Patna (City) Division, one of the four temporary Engineering divisions created in 1934, was abolished.

Good progress was made in earthquake reconstruction work during the year. Most of the damaged buildings capable of repair had been repaired already in 1934. The repairs of the remainder including the Patna College, the Judge's Court at Laheriaserai, the Muzaffarpur Jail, the Northbrook school at Darbhanga, the

record-room at Purnea, the new and additional Collectorate at Monghyr were completed during the period under review.

During the year many new buildings necessitated by the earthquake disaster were completed and occupied. These include the residences of the Commissioner of the Patna Division, of the City Magistrate, of the Superintendent and Deputy Superintendent of the Government Printing Press at Gulzarbagh; of the District Judge, Superintending Engineer, and the Superintendent of Police at Patna, of the Principal, Bihar College of Engineering at Bankipore; of the Subdivisional Officer at Dinapore, of the Civil Surgeon, Sub-Judge, Deputy and Sub-Deputy Magistrates and the Headmaster at Monghyr; of the Superintendent of Police at Arrah, of the Collector and District Judge at Muzaffarpur, of the District Judge at Chapra, of the Civil Surgeon, Munsif, Sub-Deputy Magistrate, Assistant Superintendent of Police, District Sub-Registrar, and Public Works Department Subdivisional Officer at Luathaha (Motihari), and of the Executive Engineer at Bhagalpur. At Muzaffarpur the courts of the District Judge and the Munsif were also completed during the year.

Good progress was made with the land acquisition projects for Dumra (Sitamarhi) and Luathaha. At Luathaha it was decided to acquire an additional 80 acres of land for the establishment of Government buildings. Acquisition projects at Bhaura (Madhubani) and Gopalpur (Motihari) were also taken up. One of the two tube-wells, which are to supply the new Champaran district headquarters at Luathaha with piped water, was completed, while work on the other as also on the tube-well at Dumra (Sitamarhi), was in progress.

As regards buildings belonging to the Central Government all repair works were finished except the repairs to the churches at Gulzarbagh and Purnea which were in progress. Projects were prepared for the reconstruction of the churches at Monghyr and Chapra and the Legation Bungalow at Raxaul.

There was some slight progress in the electrification of the province. Licenses for the supply of electricity in Deoghar and Ranchi were granted bringing the total number of licenses granted to twelve. During the year the Giridih Electric Supply Company was declared insolvent and an official liquidator was appointed under the orders of the Hon'ble High Court.

Agriculture.

The average prices of cereals remained more or less at the same low level as before. There was a slight rise in the price of common rice which was

selling at 12.18 seers a rupee in the second week of December as compared with 13.55 seers in the corresponding period of the previous year. On the other hand the price of maize in the same period fell from 17.64 seers per rupee in 1934 to 19.11 seers in 1935. Agricultural conditions during the year were not satisfactory. The rains were neither well distributed nor sufficient in most places. The want of sufficient rain in June and July delayed the sowing of the *bhadai* crops, while excessive rainfall in August and September damaged the crops of the Tirhut and Patna Divisions. The complete failure of the rains in the last quarter of the year not only adversely affected the outturn of the winter paddy crop but also the germination and growth of the *rabi* crops. Fortunately there is reason to believe that the reclamation of agricultural lands affected by earthquake sand was almost completed during the year.

A good deal of research work was done on sugarcane, rice, and barley. At the Sugarcane Research Station the breeding, by crossing, of new varieties of cane suitable to Bihar conditions was continued with vigour. Work on the economic enquiry into the cost of the production of sugarcane and the crops grown in relation with it in six villages in each of the districts of Saran and Patna progressed. The investigation into the possibilities of manufacturing *Khandsari* sugar by the single pan method proceeded with the help of the Agricultural Chemist. The Rice Research Station at Sabour with its sub-stations at Cuttack, Kanke and Gaya, continued the studies of the various types of paddy under the different climatic and soil conditions in the province. The Assistant Economic Botanist sent fresh samples of Bihar barley to the Institute of Brewing at Rothamstead in England. The reports on the barleys sent in the previous year indicate that the analysis of the Bihar barleys showed satisfactory results although the nitrogen content was in most cases rather high. None the less the index of protein showed that the barleys had malted easily and in some cases very readily indeed. The Fruit Research Scheme which began so well last year received a set-back as the Horticulturist left the province with a view to accept a post in Madras. Although attempts have been made to secure a fully-qualified Horticulturist through the Public Services Commission no appointment could be effected for want of a suitable candidate. The year was made horticulturally noteworthy by the Mango Exhibition in Patna in the second week of June. The exhibition which proved a great success, was opened by the Hon'ble Mr. Saiyid Abdul Aziz, Minister of Education, and attracted a good deal of attention.

The appointment, during the year, of a Marketing officer and three Assistant Marketing officers for the province, was greeted with public satisfaction, as the importance of the proper development of agricultural marketing was widely recognized. In collaboration with the Central Marketing staff the Provincial Marketing staff was engaged in a comprehensive survey of the production and the marketing of various commodities throughout the province.

For the improvement of sugarcane cultivation in North and South Bihar the Government of India sanctioned a scheme to be financed from the provincial share of the Sugar Excise Duty, for the entertainment of a special staff to conduct intensive propaganda among sugarcane-growers. The special staff comprised two Assistant Directors of Agriculture, twenty overseers, and sixty *kamdars* for North Bihar, one Assistant Director of Agriculture, ten overseers and thirty *kamdars* for South Bihar and three overseers and nine *kamdars* for South-East Bihar. Work on the scheme began in November. The importance of this scheme in benefiting the sugarcane cultivator and through him the white sugar industry does not require elaboration. The industry, indeed, had fully recovered from the effects of the earthquake and not only had the existing sugar-factories worked to capacity during the last cane-crushing season but two new sugar-factories began working. A healthy sign, that promises to promote the interests of agriculture in the province, is the increasing attention that the sugar-factories paid to improved sugarcane cultivation. Some factories started their own sugarcane plantations and applied to the Agricultural Department for the loan of experienced officers to take charge of their cane cultivation.

In November the local Government convened a small conference to review the working of the Sugarcane Act and Rules in the light of the previous year's experience. That the Sugarcane Act and Rules were widely appreciated by the people is shown by the popular satisfaction which marked the decision of Government to extend them to the Patna Division.

Agricultural Education was not neglected. Three of the four Government stipendiaries studying at the Nagpur Agricultural College, who appeared at the last B.Ag. examination of the Nagpur University, were successful and were offered posts in the Subordinate Agricultural Service in the province. The Central Farms continued to train their own overseers and *kamdars* and an increasing desire among the public to benefit by the practical training

offered in the Central Farms was manifest. At Sabour an M.Sc. in chemistry worked as an Honorary Research worker in the Chemical section.

Seven agricultural shows, exhibition and fairs were held during the year. The Department of Agriculture not only encouraged these events by awarding prizes for agricultural exhibits to the extent of Rs. 900, but also itself participated in them by sending exhibits and holding demonstrations. The agricultural show at the Sonepur Fair attracted large crowds as usual. At all these shows and exhibitions the department vigorously pursued its policy of impressing upon the agricultural classes the importance of good seeds, suitable manures and improved methods of cultivation. An interesting experiment was started at Ranchi in order to foster the growth of vegetables by the middle classes with the expert advice of the Agricultural Department.

Propaganda by means of the printed word was continued during the year. Three bulletins in English were issued, while the quarterly Hindi Journal *Kisan* published under the auspices of the Bihar and Orissa Provincial Association became increasingly popular.

The department lent the services of two of its overseers to the Publicity Officer for the purpose of the Silver Jubilee Magic Lantern lectures.

The Anglo-Indian colony at Lapra in the Ranchi district was in its third year, and continued to make slow progress. About 75 families have been settled and some 3,000 acres of land acquired. A dairy farm was opened. The experiment is being watched with sympathetic interest by all communities.

Veterinary.

There was a great increase in cattle-disease. Five thousand three hundred and thirty-six outbreaks of various contagious diseases were reported during 1935 against 2,942 in the previous year. The veterinary staff were in attendance at 4,421 of these outbreaks. The number of animals affected increased from 55,147 in 1934 to 140,373 in 1935. Fortunately the diseases were not so virulent; the number of deaths in 1935 being only 9,463 that is actually well over a thousand less than in the previous year.

The number of preventive inoculations continued to rise being 459,000 in 1935 against 237,637 in 1934. This increase doubtless accounted in great measure, for the paucity of fatal cases. The

great majority of cases of inoculation were performed by the goat virus method which is the cheaper method. There was an equally satisfactory rise in the number of animals treated. In the different veterinary hospitals and dispensaries in the province 518,902 animals were treated against 378,314 in the previous year. In addition 129,087 bulls were castrated. There were 139 field-dispensaries at work, and they continued to increase in popularity.

Among the more interesting diseases reported, may be noted an outbreak of parasitic-diarrhœa amongst sheep in North Bihar and of bovine anthrax in Cuttack. There were also two cases of strangles in horses reported from North Bihar.

The Veterinary Disease Investigation Officer continued his researches into several obscure diseases among cattle and fowls. These included work on the histopathology of *Kumri*, the collection of material from two cases of Ranikhet disease, a fatal disease among fowls and a report on the discovery of malarial parasites in peacocks. He also protected the horses of the Mounted Military Police Troop at Jamshedpur with encouraging results by means of the attenuated spore vaccine.

The number of students in the Bihar and Orissa Veterinary College rose to 71 and was 65 at the end of the year. Forty-seven students appeared at the Annual and Diploma examination and all but nine were successful. This was an improvement over the preceding year when only 26 out of 43 passed.

The Patna Cattle Farm maintained its progress and the total strength of the herd at the end of the year was 584 after the disposal of 71 animals of which 65 were sold and six supplied free to the Champaran District Board. The individual and the Wynne Sayer feeding experiments were introduced amongst farm animals.

The establishment of a Veterinary dispensary at Bakhtiarpur necessitated an increase in the subordinate staff of the Central Range by one touring Veterinary Assistant Surgeon.

Co-operative Societies.

The year saw the introduction of a number of far-reaching measures calculated to arrest the further decline of the co-operative movement and in course of time, to strengthen it.

Early in the year Mr. M. L. Darling, C.I.E., I.C.S., the Special Officer appointed by the Government of India, visited the

province to examine the movement here, particularly in connection with the organization of the Agricultural Credit Department of the Reserve Bank of India. His visit provided an opportunity for a detailed examination of the causes of the weakness of the co-operative movement in the province, and his suggestions in this connection were of great value.

A scheme of which the recurring cost is almost Rs. 50,000 a year was prepared and submitted to Government for the better organization of the movement. The main features involved the appointment of a non-gazetted staff of Inspectors to serve as a link between the Assistant Registrars and the primary societies, the rearrangement of the charges of the Assistant Registrars and the appointment of a Deputy Registrar for Bihar. Before the end of the year 19 Inspectors of co-operative societies were actually appointed under the scheme and placed on training.

The Bihar and Orissa Co-operative Societies Act (Act VI of 1935) which was passed in the winter session of the Legislative Council came into force on the 29th May and a special officer was appointed by Government from the 1st September to draft rules under the Act, to revise departmental circulars and orders and to prepare a manual. His labours will meet a long-felt need. In August was passed the Bihar and Orissa Co-operative Societies Amendment Act, 1935, to which reference has already been made elsewhere. The object of the measure was to facilitate the adoption of schemes for the rehabilitation of the weaker co-operative banks in consultation with their creditors.

A hopeful sign during the year was an absolute increase in the number of societies registered. In 1935 132 new societies were registered against 75 in 1934 and 93 societies were liquidated against 130 in the previous year. Attention was focussed on the organization, in particular, of Village Welfare Societies and Weavers' Societies. Rs. 50,000 from the Government of India Rural Development Grant was ear-marked for the organization of Village Welfare Societies. Among the societies registered were a Co-operative House-building Society in Bhagalpur town; a cane-crushing society in the Madhipura area of Bhagalpur district, and 5 sugarcane-growers' societies in the Fatwa area of Patna district; a grain-gola in the Banka area of Bhagalpur district and in Sambalpur; a Carpet-Weavers' Society at Obra in the Aurangabad subdivision of the Gaya district, and a Village Welfare Society in the Muzaffarpur district.

An important measure, calculated to promote closer contact between the Provincial Bank and the Central Banks indebted to it, was the appointment of two Inspectors by the Provincial Bank, charged with the duty of examining and reporting on the financial position of the borrowing banks. In January the Provincial Bank drew the Government loan of Rs. 16 lakhs at 4 per cent repayable in 15 years, and in March it drew a further loan of Rs. 4 lakhs at 4 per cent repayable in four years, which Government had sanctioned to enable the bank to strengthen its fluid resources. In addition to these loans the Government grant of Rs. 37,000 to the Co-operative Federation to cover the remission of levies on societies in the earthquake area was drawn by the Federation in March. The Government of India afforded considerable relief to Central Banks by its grant of Rs. 75,000 for the repairs and reconstruction of co-operative institutions damaged by the earthquake. Government moreover placed at the disposal of the Registrar the services of two Special Officers for the purpose of organizing Co-operative Societies among sugarcane-growers. The Special Officers have been posted at Samastipur and Chapra and each will be assisted by four organizers. Their jurisdiction covers all that part of the province that lies north of the Ganges. Two more organizers will work in South Bihar under the Assistant Registrars. The organization of these sugarcane-societies is expected substantially to benfit the sugarcane cultivator by the elimination of middlemen's profits and by the spread of improved varieties of canes, and of better seed and manure.

On the 31st August and the following day a well-attended joint meeting of the Standing Committees of the All-India Co-operative Institutes and Provincial Co-operative Banks Association was held at Patna under the presidency of Mr. V. Ramdas Pantulu. On the 20th and 21st December the Annual Congress of the Bihar and Orissa Co-operative Federation was held at Jamshedpur.

In May the Co-operative Federation placed the services of ten of its propaganda officers and lecturers at the disposal of the Publicity Officer for the purpose of the Silver Jubilee Magic Lantern Lectures. Later in the year financial difficulties unfortunately compelled the Federation to retrench most of its beneficent propagandist activities.

Industries.

There was some slight lifting of the industrial depression during the year under review. Of the main industries in the province the sugar

industry, in spite of the excise duty recently imposed, and the iron and steel industry continued to flourish under the protection of tariff walls. There was a welcome improvement in the mica industry and the exports of mica showed a substantial increase. The coal industry, however, did not show any marked signs of recovery, and the prevalence of extensive fires in the Jharia coal-field gravely menaced the well-being of one of the most important industrial areas in the province. The post-earthquake activity in the building and allied trades continued. For the fifth year in succession no Government grant was made under the State Aid to Industries Act, but provision was made in the budget for 1936-37 to assist small industrialists.

There was a slight set-back in the fish export trade. In 1935 the export of fresh fish totalled 77,110 maunds against 91,245 in 1934. This was, however, better than the figure for 1933, which was 69,980 maunds. In addition to the two previous fry-distribution centres at Patna and Cuttack, a third was established at Sambalpur. The total supply of fry from the three centres was 331,500 against 320,000 in 1934. The figure for 1933, however, was 382,500. Possibly the vagaries of the monsoon with alternate periods of drought and flood over large areas accounts for much of the difference between the figures for 1933 and 1935 in spite of an additional distribution centre. There was a welcome increase in the demand for larvicidal fish, from 1,586 in 1934 to 3,000 in 1935.

The Department of Industries again participated in the British Industries Fair held in London in February. Textile exhibits were also sent to the Leipzig International Spinning Fair, the Canadian National Exhibition at Toronto and the Poznan International Industries Fair in Poland. In India the department participated in eight exhibitions, including the Sonepur Fair, inside the province, and in the Mysore Dasara Exhibition, the Allahabad Swadeshi Exhibition and the Exhibition at Delhi of Cottage Industries goods held in October in connection with the 7th Industries Conference. Work on the scheme, financed by the Government of India, for the improvement of the hand-loom industry commenced in April. The scheme aims at encouraging Weavers' Co-operative Societies and master weavers to manufacture staple cloths such as *dhotis*, *saris*, etc., according to approved specifications and patterns. After manufacture by the weavers the staple cloths are to be bleached and finished by machinery in a central warehouse at Gulzarbagh, Patna, before being placed on the market. By the end of the year the finishing machines had arrived and were being fitted up.

The scheme involves an interesting blending of the principles of a cottage industry with those of a large scale industry and its development is sure to be watched with considerable interest. Three more weavers' co-operative societies and nine master weavers were appointed and sales depots were established at Jamshedpur, Ranchi, Bhagalpur and Delhi during the year and another depot at Patna in the beginning of 1936. During the year under review it was decided to make the Cottage Industries Institute permanent. For the encouragement of sericulture the Government of India sanctioned Rs. 6,158 for 1935-36 to start an eri seed-supply station at Ranchi. Some 10 acres and a building were leased and the work has been taken up.

In order to advertise the industries of the province and indeed of other provinces a great exhibition was planned for February 1936 at Patna. The local Government sanctioned Rs. 12,000 towards the expenses and the Government of India Rs. 10,000 for the All-India Handweaving Section. By the end of the year elaborate arrangements had been made to ensure the success of the exhibition.

The rules framed under the Sugarcane Act came into force in the districts of North Bihar with effect from the 15th December 1934. A year later they were extended to the Patna Division also. Seven Cane Inspectors have been appointed to see that the rules, designed to protect sugarcane cultivators, are being observed.

The Engineering Section of the Department of Industries compounded 23 mills and erected a rice-mill at Choghardiha in the Darbhanga district in addition to accomplishing other minor works for private parties. The revenue derived from the services thus rendered amounted to Rs. 2,905.

An Information Bureau attached to the office of the Director of Industries was set up as an experimental measure in order to assist suitable candidates of the province in securing employment in industrial concerns. The names and the scientific and technical qualifications of candidates are registered in the Bureau and passed on to employers. The establishment of the Bureau was welcomed by the public and it has already succeeded in finding employment for a number of young men. The problem of unemployment continued to engage public attention and in response to the wishes of the Legislative Council Government appointed a Committee of officials and non-officials under the Chairmanship of Mr. S. Lall, I.C.S., to report on the nature and extent of unemployment among the educated classes and to suggest remedial measures. By the

end of the year the Committee had made considerable progress in its labours. The timely publication, just after the close of the year, of the compendious report of the United Provinces Unemployment Committee under the Chairmanship of Sir Tej Bahadur Sapru, which gives the public an exhaustive survey of the problem of educated unemployment in the United Provinces and touches on the problem in India and other parts of the world, is likely greatly to facilitate the task of the Bihar and Orissa Committee in so far as the problem in this province is akin to that of the United Provinces.

Technical and Industrial Education.

Twenty-seven students of the Bihar College of Engineering, as against 31 in the previous year, graduated at the Patna University as Bachelors of Civil Engineering. One of them secured a place in the first division, 15 in the second, and the remainder in the third division. The Prince of Wales Reception Fund Scholarship for the purpose of further training in England was awarded to the student who stood first, while arrangements have been made for the practical training of all the other successful students.

Twenty-nine students, as against 50 in the previous year were successful in the Combined Civil Engineering Subordinate Examination. Eleven of them passed in the first division and the remainder in the second division. The Orissa School of Engineering provided its full quota of successful students, 11 of the 29 coming from the Orissa school. The students of the Bihar College of Engineering secured the four guaranteed posts under the Public Works Department, and for the other passed students satisfactory places for practical training were secured.

Applications for admissions from new candidates, except for the Industrial Diploma Classes, continued to be relatively few, and the qualifications of many were below the required standard. Of 32 applicants for the Civil Engineering degree at the Bihar College of Engineering 23 were admitted. The total number of applicants for the Civil Engineering Subordinate classes at the Bihar College of Engineering and the Orissa School of Engineering was 118 of whom 67 were admitted. The total number of applications from new candidates for the Industrial Diploma Classes in the Bihar College of Engineering, Orissa School of Engineering, Ranchi Technical School and Tirhut Technical Institute was 422 of whom only 89 were admitted. This was still 11 more than the total number of seats available at these institutions. There were 82 applications for the Artisan classes at the Ranchi Technical

School and the Tirhut Technical Institute of whom 35 gained admission. The wiremen's training class was provisionally suspended in 1935, while the three State technical scholarships for foreign training again remained in abeyance. Six scholarships, however, were awarded for training outside the province, three for training at the Bengal Tanning Institute; two at the Victoria Jubilee Technical Institute in Bombay and one at the Harcourt Butler Technological Institute in Cawnpore. In addition, recommendations for seven more scholarships and stipends for training outside the province were under the consideration of Government.

Factories.

The increase in 1935 in the number of registered factories and of men employed was another indication that the worst of the economic depression was over. There were 374 registered factories in the province in 1935 against 359 in 1934. An increase by three in the number of registered rice mills was a welcome sign of recovery in an industry which had been badly affected by the depression. Other increases in registered factories included six in the number of Electric Power Houses, two in the number of printing presses and one in the number of jute mills.

Some 79,182 persons were employed in factories in the province in 1935 against 78,224 in the previous year. The Metal Manufacture, Sugar and Engineering factories absorb almost three-fourths of the total number of factory employees in the province. The number of persons employed in Metal Manufacture increased from 20,680 in 1934 to some 23,010 in 1935. There was also an increase in the number of employees in the Engineering factories, the figure of 16,760 for 1935 being slightly more than that for the previous year. On the other hand the Sugar industry apparently employed fewer persons the number falling from 18,500 in 1934 to 16,990 in 1935. This was, however, considerably higher than the figure of 13,524 for 1933. It would seem that the earthquake damage to sugar factories in 1934 and the speedy repairs which it occasioned was perhaps responsible for part of the big increase in the 1934 figures. On the other hand it is possible that the imposition of the sugar excise duty led factories to cut down the number of employees in order to reduce their overhead charges. A fair prospect of a permanent increase in industrial employment in the province was provided by the construction, from April, of the Dewarkhand Cement factory at Khalari, in the Ranchi district, where coal and lime-stone are found side by side. About 1,000 labourers were kept employed in the construction work which is expected to be completed at the end of 1936. It is

estimated that the factory, when it starts work will furnish employment for 3,000 to 4,000 persons.

The number of factory accidents in 1935, unfortunately, also showed an increase. There were 2,789 accidents in 1935 against 2,481 in 1934. This works out as one accident against every 28 persons employed. The regular Inspectors made altogether 378 inspections in the course of the year. This does not include inspections by local Inspectors, who are for the most part wholly occupied executive officers of Government such as Subdivisional Officers.

The Factories Act (Act XXV of 1934), involving important changes in the Law relating to factories, came into force from the 1st January 1935. The occupiers and managers of three factories were prosecuted on nine charges, all ending in conviction. During the course of the year Mr. H. M. Rai succeeded Mr. H. W. Brady as Chief Inspector of Factories, Bihar and Orissa.

Mines.

There were no very marked signs of recovery from the depression. The price of coal continued to fall, although ' Smalls " maintained their price and the total output of coal continued to increase. Although the increase in output during the year was slight, the total output being 12.5 million tons against 12.36 in 1934, yet this was an appreciable increase over the figure of 11 million tons for 1933. The mica market, however, continued to be favourable and exports increased during the year.

The number of coal mines worked was 265 against 274 in the previous year. Seventeen coal mines were closed and four re-opened during the year. The number of metalliferous mines worked during the year was 811, a substantial increase over the figure of 625 for 1934. The increase was most marked in mica and stone. Mica accounted for 593 of these mines, stone 122, limestone 19, fireclay and manganese 14 each, chromite 12, slate 10, clay 7, steatite 6, iron-ore 4, sandstone 3, barytes, copper and gold 2 each and ochre, for the first time in 1935, one.

There was a disquieting increase in the number of accidents. Of 442 accidents in mines in 1935, 106 were fatal; the number in 1934 was 409 and 90 respectively. The total number of persons killed in 1935 was 217 while 386 were injured. The corresponding figures for 1934 were 108 and 346, and for 1933, 82 and 294 respectively. There were three disastrous accidents during the year. The first occurred on the 16th January at the Loyabad Colliery

of the Barakar Coal Company, where 11 persons were drowned by a sudden irruption of water.

The other two, the Bagdigi disaster in the Jharia coalfield and the Joktiabad (Karharbaree) disaster in the Giridih coalfield, were responsible for even greater loss of life. At the Bagdigi Colliery on the night of the 29th June an explosion caused by the ignition of inflammable gases resulted in the death of nineteen persons and in injuries to seven more, while on the 24th July an explosion in the Joktiabad pit of the Karharbaree Colliery, caused by the ignition of coal dust by a blown-out liquid oxygen explosive charge caused the death of 62 persons and injured 14 more. In both cases statutory enquiries were instituted under section 21 of the Indian Mines Act with the Chief Inspector of Mines as President, and the enquiry reports were under the consideration of Government at the close of the year. There was yet another terrible disaster in January 1936 in the Loyabad collieries of the Jharia coalfield, when 35 persons, including Mr. J. Brown, the Chief Mining Engineer of Messrs. Bird and Company were killed and 23 more injured. The Bagdigi disaster focussed public attention on the problems arising from the presence of some 45 fires in 29 different collieries in the Jharia coalfield and, on reviewing the report of the Bagdigi Court of Enquiry, the Government of India decided to hold a conference at Delhi in February 1936 to devise measures to cope with those problems.

Government Publicity.

The need for more effective contact between Government and its varied activities on the one side, and public opinion on the other, had been increasingly felt and already at the end of 1934 a Publicity Officer had been appointed. Since March, however, publicity arrangements were reorganized and the activities of the department extended.

On the occasion of His Majesty's Silver Jubilee, various projects including the Jubilee Booklet Schemes, the Rural Magic Lantern Lecture Scheme, the Jubilee Talking Film Scheme and the distribution of portraits scheme were organized by the department. Demands for the Silver Jubilee Lantern Lectures came from several provinces and from numerous Indian States.

In the course of the year innumerable press articles, communiqués, statements, contradictions, on a variety of subjects were published in the provincial and All-India papers both English and vernacular. The subjects dealt with included Reforms, rural development, finance, Orissa separation and forward publicity for

the Patna Exhibition of February 1936. Hundreds of thousands of leaflets, pamphlets, booklets, in English and the vernaculars on the Reforms, tenancy law, forests, public health, hygiene, etc., were distributed throughout the province and in some cases beyond. The leaflets were widely appreciated and thousands of copies were supplied at their own request, to various non-official organizations, including, in the case of a Reforms leaflet, to a Congress organization, for distribution among the people. Thus, the fears, expressed in the Legislative Council by one or two members during the publicity debate in March, that the productions of the Publicity Department might remain unread fortunately proved baseless.

With the coming into force in June of the Bihar Tenancy Amendment Act of 1934, lectures were organized to explain to the tenants of North and South Bihar the changes in the law that so intimately concerned them. These lectures were very popular and the public interest aroused by them compelled even speakers of the Kisan Sabha and the Congress Socialist group, who had previously condemned the Tenancy Amendments outright, to admit that the amendments did confer some benefit on the tenants, though not as much as they would have liked.

The relations of the Publicity Officer with the Press as a whole, in spite of occasional warm controversies with a section, were increasingly friendly, and personal contact with editors facilitated a free exchange of ideas, that was conducive to an approximation of the Government and the popular points of view. Throughout the year contact was maintained with the Government of India's Bureau of Public Information.

Reforms.

The Government of India Act, 1935, which was passed by both Houses of Parliament, received the Royal Assent on the 2nd of August. In order to deal with the very heavy work that was placed on the administration by reason of the impending Constitutional Reforms, the wide extension of the franchise, and the creation of the new province of Orissa, a separate Reforms Department was constituted in February 1935.

A great deal of preliminary work was done in the preparation of electoral rolls. Already as far back as the cold weather of 1933-34, the local Government had taken steps to revise the Chaukidari assessment lists and to prepare lists in the districts of those who, it was assumed, were likely to be enfranchised under the new constitution. Again in the cold weather of 1934-35 steps were taken to bring up to date the preliminary lists of prospective

voters in the rural areas where the bulk of electors under the new constitution reside.

To consider the question of delimitation of constituencies in close touch with public opinion, Government reconstituted the Franchise Committees, one for Bihar and another for Orissa, consisting mainly of elected members of the Legislature. The Committees met in April. Thereafter, the provisional proposals of the local Government for the delimitation of constituencies were published in a series of communiqués in August and debated a little later in the Ranchi Session of the Council. A question that aroused considerable public interest was the proposal that in multi-member constituencies, of which there have to be several to provide the seats reserved for scheduled castes and backward tribes, each elector should have only one non-transferable vote. The novelty of the suggestion somewhat startled the public and a preponderance of opinion appeared to favour the more familiar system of one vote per elector for each seat. The proposals of the local Government and of the Franchise Committees, which met again in October, were reviewed in the same month by the Statutory Delimitation Committee consisting of Sir E. L. L. Hammond, K.C.S.I., C.B.E., as Chairman and Messrs. Justice (now Sir) Venkatasubha Rao and Justice Din Muhammad as members. The Committee not only had close consultations with the local Government and the Provincial Franchise Committees but also examined a number of non-official witnesses representing the Scheduled castes, Indian Christians, Labour, Women, and Chambers of Commerce. A White Paper containing the franchise proposals for the Council of State was published in October and was criticized in the Press as unduly restrictive.

The franchise qualifications under the new constitution for voters to the Provincial Legislative Assembly in Bihar and in Orissa were published widely in the provincial press and a leaflet in Hindi, Urdu and Oriya, giving in simple language the essential particulars of the franchise in the territorial constituencies, was extensively distributed throughout Bihar and Orissa (including the portions that fall to Orissa from the Madras Presidency). This leaflet proved very popular and numerous demands for it from non-official sources were received.

Separation of Orissa.

The impending inauguration from the 1st April 1936 of the new province of Orissa raised a multitude of administrative problems that imposed additional work on most departments of Government. Although

most of the problems were dealt with in the Reforms Department, which was the department responsible for matters connected with the separation of Orissa, yet many questions such as the separation of records and the preparation of a separate Orissa budget occupied the attention of all departments.

It was provisionally decided to divide the new province into six main districts (subject to certain special arrangements in the case of Angul which are explained below). The present districts of Puri and Balasore were to remain unaltered. The district of Sambalpur was to be enlarged by the addition of the area accruing to Orissa from the Central Provinces, the Padampur area to be added to the Sadr subdivision of the district, and the Khariar estate to form a new subdivision of the district of Sambalpur with headquarters at Nawapara. The portion of the province coming from the Madras Presidency was to be divided into two districts. The part coming from the Ganjam district (including the Agency tracts) was to form the district of Ganjam with headquarters at Chatrapur, and the Vizagapatam Agency part with a small portion from the Chicacole subdivision of the present district of Ganjam was to form the district of Koraput with headquarters at Koraput. The present district of Angul was to be divided into two, each nominally called a district. In the Sadr subdivision the District Officer of Cuttack and in the Khondmals subdivision the District Officer of Ganjam would be ex-officio Deputy Commissioner. There were to be two judgeships, one at Cuttack with jurisdiction over the three districts of Balasore, Cuttack and Sambalpur, and the other at Berhampur in the Ganjam district with jurisdiction over Puri, Ganjam and Koraput. In the Agency areas, which are 'partially excluded areas', the District Officers will continue to exercise the powers of Sessions Judges.

A detailed examination of the laws at present in force in the territories of the three provinces that are to form the new province of Orissa was undertaken, and the extremely difficult question how far the various laws should be amended in the interests of uniformity or whether they should be totally repealed and replaced by new legislation was under consideration in the different departments under the guidance of the Legislative Department.

Another difficult problem was furnished by the question of recruitment to the Orissa services from the cadres of the parent provinces of Bihar and Orissa, Madras and the Central Provinces. The rates of pay, conditions of services and prospects of promotion,

being diverse in the three provinces, considerable difficulty was experienced in deciding the terms upon which officers were to be drafted into the Orissa cadres.

A major problem was offered by the necessity for new buildings to house the new Government and its officers. The Government of India undertook to bear the burden of this task. Additions and alterations, however, in the Government House at Puri, where it is proposed that the Governor of the new province will temporarily reside, were taken up by the local Government. Arrangements were made for the temporary accommodation at Cuttack of other officers who are not required to remain at headquarters with the Governor.

The rejection by an Architect and an Engineer of the Government of India, after their visit in September, of the Tulsipur site at Cuttack, which had been selected by the Orissa Administration Committee as the place for the new Capital, let loose a flood of hopes and fears about the situation of the headquarters of the new province. While Cuttack, Berhampur and Khurda all had their supporters, even places in remote Balasore did not lack champions. It was expected that a technical Committee would be set up to report upon the suitability for building purposes of those places which may be regarded as possible sites for the Capital.

The financial problems of the new province engaged the close attention of Government. It was decided that each of the Governments of Madras, the Central Provinces and Bihar and Orissa should frame budget estimates for the areas under their control, and these budget estimates should be consolidated by the Government of Bihar and Orissa and submitted to the Government of India for sanction. The Government of India would then scrutinize the position and determine the provisional subvention and the opening balances to be allowed to the new province. Accordingly the budget estimates for 1936-37 as framed by the three provincial Governments were consolidated by the Government of Bihar and Orissa and submitted to the Government of India at the end of the year. The Government of Bihar and Orissa further undertook the preparation of a separate memorandum for Orissa, in order to present the case of the new province for financial assistance as effectively as possible before Sir Otto Niemeyer. Sir Otto Niemeyer's visit aroused great public interest in Orissa and more than one non-official memorandum on Orissa's financial position, ably argued, was prepared for submission to him.

Throughout the year a number of important discussions at Ootacamund, Ranchi, Delhi and in Orissa took place between the officers of the various Governments interested in the creation of the new province.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Mr. John Tarlton Whitty, C.S.I., C.I.E., I.C.S.

The Hon'ble Babu Nirsu Narayan Sinha, M.A., B.L.

B.—MINISTERS.

Ministry of Local Self-Government: **The Hon'ble Sir Ganesh Datta Singh, Kt.**

Ministry of Education: The Hon'ble Mr. Saiyid Abdul Aziz, Bar.-at-Law.

C.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED OFFICIAL.

The Hon'ble Mr. C. L. Philip, C.I.E., I.C.S.

NOMINATED NON-OFFICIAL.

The Hon'ble Maharajadhiraja Sir Kameshwar Singh, K.C.I.E. of Darbhanga.

ELECTED.

Name.	Constituencies.
The Hon'ble Rai Bahadur Radha Krishna Jalan. The Hon'ble Raja Raghunandan Prashad Singh.	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Mr. Abu Abdullah Saiyid Hussain Imam.	Bihar and Orissa (Muhammadan).

D.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED NON-OFFICIALS.

Babu Pradyumna Prashad Singh.

NOMINATED NON-OFFICIALS.

ELECTED.

Name.	Constituencies.
Saiyid Shah Muhammad Maswood Ahmad.	Patna and Chota Nagpur *cum* Orissa (Muhammadan).
Mr. Bhupat Singh	Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman ...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee Daoodi.	Tirhut Division (Muhammadan).
Pandit Ram Kishun Jha ...	Darbhanga *cum* Saran (Non-Muhammadan).

Name.	Constituencies.
Mr. Gaya Prashad Singh ...	Muzaffarpur *cum* Champaran (Non-Muhammadan).
Mr. Bhubananda Das ...	Orissa Division (Non-Muhammadan).
Babu Sita Kanta Mahapatra ..	Ditto.
Mr. Badri Lal Rastogi ...	Patna *cum* Shahabad (Non-Muhammadan).
Kumar Gupteshwar Prashad Singh.	Gaya *cum* Monghyr (Non-Muhammadan).
Rai Bahadur Sukhraj Rai ...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Thakur Mahendra Nath Sahi Deo	Chota Nagpur Division (Non-Muhammadan).

E.—MEMBERS OF THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Honb'le Babu Rajandhari Sinha, B.A., B.L.	President.
Rai Bahadur Lakshmidhar Mahanti.	Deputy President.
Mr. Saiyid Anwar Yusuf, Bar.-at-Law.	Secretary.
Babu Raghunath Prashad, M.A., B.L.	Assistant Secretary.

EX-OFFICIO MEMBERS.

The Hon'ble Mr. John Tarlton Whitty, C.S.I., C.I.E., I.C.S.

The Hon'ble Babu Nirsu Narayan Sinha, M.A., B.L.

NOMINATED OFFICIALS.

Mr. Phillip Cubitt Tallents, C.I.E., I.C.S.

Mr. John Glynn Powell.

Mr. Henry Carlos Prior, I.C.S.

Mr. Walter Graham Lacey, I.C.S.

Lieut.-Col. Arnott Edward Joseph Connell McDowell.

Mr. John Wardle Houlton, I.C.S.

Mr. Saiyid Rashid-uz-Zaman, I.C.S.

Mr. Noel Graham Dunbar.

Mr. Daulat Ram Sethi.

Mr. Yeshwant Anant Godbole, I.C.S.

NOMINATED NON-OFFICIALS.

Khan Bahadur Shah Muhammad Yahya, C.I.E.

Rai Bahadur Kedar Nath.

Babu Bimla Charan Singh.

Rai Sahib Sri Ballabh Das.

REPRESENTATIVES OF CLASSES AND COMMUNITIES.

Mr. Segram Hembrome ...	(Aborigines).
Garbett Captain Manki ...	(Aborigines).
Reverend Brajananda Das ...	(Depressed Classes).
Babu Ram Narayan ..	(Depressed Classes).
Rai Bahadur Ram Ranvijaya Singh.	(Industrial interests other than Planting and Mining).
Rai Bahadur Birendra Nath Chakravartti.	(The Domiciled Bengali Community).
Mr. Alfred Eustace D'Silva ...	(The Anglo-Indian Community).
Mr. Rowland Chandra ...	(Indian Christian Community).
Rai Bahadur Harendra Nath Banarji.	(The labouring classes).

ELECTED MEMBERS.

Patna Division.

Name.	Constituencies.
The Hon'ble Mr. Saiyid Abdul Aziz.	Patna Division Muhammadan Urban.
Mr. S. M. Cassim	East Patna Muhammadan Rural.
Mr. Muhammad Yunus ...	West Patna Muhammadan Rural.
Babu Rajeshvari Prashad ...	Patna Division Non-Muhammadan Urban.
Babu Shyam Narayan Singh Sharma.	Patna Non-Muhammadan Urban.
Sir Ganesh Datta Singh ...	East Patna Non-Muhammadan Rural.
The Hon'ble Babu Rajandhari Sinha.	West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.	Landholders', Patna Division.
Maulavi Khalilur Rahman ...	Gaya Muhammadan Rural.
Babu Ramanugrah Narayan Singh	West Gaya Non-Muhammadan Rural.
Babu Bhagawati Sharan Singh ...	Central Gaya ditto.
Babu Rameshvar Prashad Singh	East Gaya ditto.
Chaudhuri Sharafat Hussain ...	Shahabad Muhammadan Rural.
Mr. Sachchidananda Sinha ...	Central Shahabad Non-Muhammadan Rural.
Babu Radha Prashad Sinha ...	South Shahabad Non-Muhammadan Rural.
Babu Radha Mohan Sinha ...	Arrah Non-Muhammadan Rural.

Tirhut Division.

Maulavi Muhammad Abdul Ghani	Tirhut Division Muhammadan Urban.
Maulavi Muhammad Hasan Jan	Muzaffarpur Muhammadan Rural.
Maulavi Shaikh Muhammad Shafi	Darbhanga ditto.

Tirhut Division—concld.

Name.	Constituencies.
Khan Bahadur Saghir-ul-Haqq ...	Saran Muhammadan Rural.
Maulavi Abdul Wadood ...	Champaran Muhammadan Rural.
Rai Bahadur Dwarka Nath ...	Tirhut Division Non-Muhammadan Urban.
Babu Harekrishna Chaudhuri ...	North-West Darbhanga Non-Muhammadan Rural.
Mahanth Manmohan Das ...	North-East Darbhanga Non-Muhammadan Rural.
Babu Sardananda Kumar ...	South-East Darbhanga Non-Muhammadan Rural.
Babu Ramasray Prashad Chaudhuri.	Samastipur Non-Muhammadan Rural.
Babu Rameshvar Pratap Sahi ...	North Muzaffarpur Non-Muhammadan Rural.
Babu Sri Narayan Mahtha ...	East Muzaffarpur Non-Muhammadan Rural.
Babu Badri Narayan Singh ...	West Muzaffarpur Non-Muhammadan Rural.
Rai Bahadur Shyam Nandan Sahay.	Hajipur Non-Muhammadan Rural.
Babu Jagdeva Prashad Singh ...	North Saran Non-Muhammadan Rural.
Babu Harmadho Prashad Sinha	South Saran ditto.
Rai Bahadur Krishnadeva Narayan Mahtha.	North Champaran Non-Muhammadan Rural.
Babu Lalita Prashad Chaudhuri	South Champaran Non-Muhammadan Rural.
Babu Chandreshvar Prashad Narayan Sinha.	Landholders', Tirhut Division.

Bhagalpur Division.

Name.	Constituencies.
Khan Bahadur Abdul Wahhab Khan.	Bhagalpur Division Muhammadan Urban.
Chaudhuri Muhammad Nazirul Hasan.	Bhagalpur Muhammadan Rural.
Maulavi Saiyid Muhammad Mehdi	Monghyr Muhammadan Rural.
Maulavi Haji Muhammad Bux Chaudhuri.	Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
Maulavi Abdul Aziz ...	Santal Parganas Muhammadan Rural.
Babu Jogendra Mohan Sinha ...	Bhagalpur Division Non-Muhammadan Urban.
Rai Bahadur Haldhar Prashad Singh.	North Bhagalpur Non-Muhammadan Rural.
Babu Rudra Pratap Singh ...	Central Bhagalpur Non-Muhammadan Rural.
Mr. K. Lal	South Bhagalpur Non-Muhammadan Rural.
Babu Sri Krishna Prashad ...	South-West Monghyr Non-Muhammadan Rural.

Bhagalpur Division—concld.

Name.	Constituencies.
Babu Bishundeo Narayan Singh	North-West Monghyr Non-Muhammadan Rural.
Rai Bahadur Lakshmi Prashad Sinha.	East Monghyr Non-Muhammadan Rural.
Raja Prithwi Chand Lal Chaudhuri.	Purnea Non-Muhammadan Rural.
Babu Shib Chandra Singh ...	Santal Parganas North Non-Muhammadan Rural.
Babu Ramjiwan Himatsingka ...	Santal Parganas South Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh.	Landholders', Bhagalpur Division.

Orissa Division.

Name.	Constituencies.
Maulavi Shaikh Abdul Jalil ...	Orissa Division Muhammadan Rural.
Babu Harihar Das	Orissa Division Non-Muhammadan Urban.
Rai Bahadur Lakshmidhar Mahanti.	North Cuttack Non-Muhammadan Rural.
Babu Nikunja Kishore Das ...	South Cuttack Non-Muhammadan Rural.
Babu Radharanjan Das ...	North Balasore Non-Muhammadan Rural.
Babu Jagannath Das ...	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra ...	North Puri Non-Muhammadan Rural.
Rai Bahadur Loknath Misra ...	South Puri Non-Muhammadan Rural.
Babu Braja Mohan Panda ...	Sambalpur Non-Muhammadan Rural.
Babu Birabar Narayan Chandra Dhir Narendra.	Landholders', Orissa Division.

Chota Nagpur Division.

Name.	Constituencies.
Khan Bahadur Habibur Rahman	Chota Nagpur Division Muhammadan Rural.
Mr. Nanda Kumar Ghosh ...	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sarat Chandra Ray	Ranchi Non-Muhammadan Rural.
Babu Kalyan Singh	Hazaribagh Non-Muhammadan Rural.
Bhaiya Rudra Pratap Deo ...	Palamau Non-Muhammadan Rural.
Rai Bahadur Satish Chandra Sinha.	South Manbhum Non-Muhammadan Rural.
Babu Devendra Nath Samanta ...	Singhbhum Non-Muhammadan Rural.
Babu Kunja Bihari Chandra ...	North Manbhum Non-Muhammadan Rural.
Babu Maheshvari Prashad Narayan Deo.	Landholders', Chota Nagpur Division.

Others.

Name.	Constituencies.
Maulavi Saiyid Muhammad Hafeez.	Patna University.
Mr. Joshua Thomas	European Constituency.
Mr. W. H. Meyrick	Planting Constituency.
Mr. Ian A. Clark	Indian Mining Association.
Babu Manindra Nath Mukharji	Indian Mining Federation.

APPENDIX III.

GENERAL ABSTRACT OF REVENUE AND RECEIPTS.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Major Heads.	Budget Estimate, 1935-36.	Revised Estimate, 1934-35.	Budget Estimate, 1934-35.	Accounts, 1933-34.
1	2	3	4	5
	TRS.	TRS.	TRS.	Rs.
II.—Taxes on Income	1,45	1,37	1,25	1,32,373
III.—Salt	1,00	1,00	1,50	1,11,900
V.—Land Revenue	1,77,78	1,80,00	1,80,13	1,77,02,607
VI.—Excise	1,33,00	1,34,00	1,27,00	1,23,78,760
VII.—Stamps	1,11,50	1,11,50	1,11,50	1,06,47,782
VIII.—Forests	8,30	8,64	6,90	6,84,823
IX.—Registration	14,00	13,90	13,50	12,58,270
XIII.—Irrigation, Navigation, Embankment and Drainage Works for which Capital accounts are kept. (a)	20,08	21,46	26,28	19,86,002
XIV.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept.	1,09	90	97	84,243
XVI.—Interest	7,51	4,58	4,72	4,64,605
XVII.—Administration of Justice	4,83	4,59	5,03	4,59,774
XVIII.—Jails and Convict Settlements ..	4,30	3,39	3,83	3,69,311
XIX.—Police	1,85	1,84	1,70	1,84,770
XX.—Ports and Pilotage	3	..	3	..
XXI.—Education	7,26	7,13	7,29	7,02,751
XXII.—Medical	2,10	2,10	2,04	2,10,401
XXIII.—Public Health	2,42	2,14	2,23	1,80,135
XXIV.—Agriculture	3,40	2,67	2,31	2,35,037
XXV.—Industries	2,43	2,32	2,15	2,02,610
XXVI.—Miscellaneous Departments	31	31	30	27,463
XXX.—Civil Works	7,48	10,76	9,42	9,16,335
XXXII.—Transfers from Famine Relief Fund ..	..	4,62	5,50	..
XXXIII.—Receipts in aid of Superannuation ..	1,00	1,05	1,00	1,06,768
XXXIV.—Stationery and Printing	2,34	2,34	2,32	2,24,385
XXXV.—Miscellaneous	3,30	3,46	3,34	3,85,217
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	12,16	11,33	..	..
XL.—Extraordinary Receipts	..	..	..	242
TOTAL REVENUE	5,30,92	5,37,40	5,22,24(b)	4,96,56,564
Loans and Advances by the Provincial Government (Recoveries).	15,53	10,84	8,28	5,76,528
Advances from the Provincial Loans Fund ..	25,41	96,02	5,68	5,60,000
Deposit Account of the grant made by the Imperial Council of Agricultural Research.	99	1,14	1,01	80,117
Transfers from Famine Relief Fund	7,18	18,36	11,26	9,87,928
Famine Relief Fund	8,55	7,93	8,11	8,63,945
Subvention from Central Road Development Account	3,20	3,20	1,42	3,11,635
Appropriation for reduction or avoidance of debt ..	5,40	69	71	65,697
Suspense	2,66	2,96	1,40	1,96,656
TOTAL—RECEIPTS OTHER THAN REVENUE ..	68,92	1,41,14	37,87	36,42,506
TOTAL RECEIPTS ..	5,99,84	6,78,54	5,60,11	5,32,99,070
Opening Balance	30,65(d)	45,35(c)	47,16	56,68,859
GRAND TOTAL	6,30,49	7,23,89	6,07,27	5,89,67,929

(a) The net Irrigation receipts after deducting "Working Expenses" (which includes the Irrigation *pro rata* share of the common establishment of the Public Works Department) are shown here. In the budget estimate, 1934-35 Irrigation Establishment only and no share of the common establishment and tools and plant was deducted and the entire provision for common establishment was included in a separate demand under 41—Civil Works. This resulted in inflation of both receipts and expenditure by 7 lakhs. This year an estimate of *pro rata* allocation has been made in the revised and budget as follows :—

	Revised.	Budget.
	TRS.	TRS.
41—Civil Works	—6,04	—6,24
XIII—Irrigation—Working expenses	+3,71	+4,40
15.—Irrigation—financed from ordinary revenues	+2,00	+1,53
33.—Public Health	+33	+31

(b) This figure includes the inflation of 7 lakhs referred to in (a).

(c) Includes 32,16 in Famine Relief Fund, 5,90 for Road Subventions and 4 out of the grants made by the Imperial Council of Agricultural Research.

(d) Includes 17,11 in Famine Relief Fund and 4,65 for Road Subventions.

APPENDIX III—*concld.*

GENERAL ABSTRACT OF EXPENDITURE.

[IN THOUSANDS OF RUPEES.]

Major Heads.	Budget Estimate, 1935-36.	Revised Estimate, 1934-35.	Budget Estimate, 1934-35.	Accounts, 1933-34.
1	2	3	4	5
	TRS.	TRS.	TRS.	TRS.
3. Salt	2	2	..	..
5.—Land Revenue	14,68	16,41	15,63	17,14
6.—Excise	17,43	16,63	17,02	14,62
7.—Stamps	2,03	2,05	1,98	1,92
8.—Forests	7,77	6,61	7,21	6,88
8A.—Forests Capital outlay charged to revenue ..	29	24	17	17
9.—Registration	6,41	6,20	6,53	6,00
14.—Interest on Irrigation Works for which capital accounts are kept.	20,44	20,47	20,40	20,41
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenue.(a)	3,88	4,97	2,85	3,67
15 (1).—Other revenue expenditure financed from famine insurance grants.	..	..	..	..
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works.	10	—10	—46	—1
19.—Interest on Ordinary Debt	3,71	1,10	47	48
20.—Interest on other obligations	1,05	87	84	86
21.—Appropriation for reduction or avoidance of debt	5,40	69	71	66
22.—General Administration	75,96	71,67	75,78	68,67
24.—Administration of Justice	39,89	38,32	40,16	37,77
25.—Jails and Convict Settlements	17,32	18,03	18,97	17,93
26.—Police	84,98	84,49	85,43	83,54
27.—Ports and Pilotage	2		2	..
30.—Scientific Departments	34	31	32	31
31.—Education	84,62	82,23	81,58	81,51
32.—Medical	26,43	26,48	26,51	26,16
33.—Public Health	12,76	10,37	11,56	10,35
34.—Agriculture	15,24	14,11	14,18	13,29
35.—Industries	8,64	8,21	8,44	7,91
37.—Miscellaneous Departments	66	68	67	65
41.—Civil Works	43,30	46,59	51,12	38,47
43.—Famine	53	5,77	43	52
45.—Superannuation Allowances and Pensions ..	41,99	39,40	39,42	36,83
45A.—Commutation of pensions financed from ordinary revenue.	..	..	..	..
46.—Stationery and Printing	7,73	7,06	7,53	6,82
47.—Miscellaneous..	1,60	1,24	1,33	1,06
51.—Contributions to the Central Government by the Provincial Government.	..	..	..	..
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
52.—Extraordinary charges	8	21	20	23
TOTAL—EXPENDITURE CHARGED TO REVENUE ..	(a)5,45,30	5,31,43	5,37,00	5,04,82
55.—Construction of Irrigation, etc., works not charged to Revenue.	84	2,49	..	18
60.—Civil works not charged to Revenue ..	19,57	18,22	..	1,59
Commuted value of Pensions	2,50	2,84	2,81	2,69
Payments to retrenched personnel	—3	8	2	7
Loans and advances by the Provincial Government ..	9,43	99,24	14,01	12,35
Repayments of Advances from the Provincial Loans Fund.	5,40	69	71	66
Deposit Account of the grant made by the Imperial Council of Agricultural Research.	99	1,18	1,01	85
Transfers from Famine Relief Fund (Repayments) ..	7,06	6,47	6,26	6,71
Famine Relief Fund	7,18	22,98	16,76	9,88
Subventions from Central Road Development Account	1,26	4,45	3,10	2,81
Suspense	2,67	3,17	1,39	1,72
TOTAL—EXPENDITURE NOT CHARGED TO REVENUE..	56,87	1,61,81	46,07	39,51
Reserve for unforeseen	2,50	..	..	..
TOTAL—EXPENDITURE ..	6,04,67	6,93,24	5,83,07	5,44,33
Closing Balance	25,82	30,65	24,20	45,35
GRAND TOTAL.. ..	6,30,49	7,23,89	6,07,27	5,89,68
Provincial { Surplus	..	..	..	..
Provincial { Deficit	4,83	14,70	22,96	..

[illegible] Famine Relief Fund and 6,59 for Road Subventions.

APPENDIX IV.

A.—His Excellency Sir James Sifton's speech to the Legislative Council on the 3rd September 1934.

B.—His Excellency Sir James Sifton's speech at the "Silver Jubilee Fund" meeting on the 1st March 1935.

C.—His Excellency Mr. J. T. Whitty's speech at Gaya on the 10th January 1935.

A.—His Excellency Sir James Sifton's speech to the Legislative Council on the 3rd September 1934.

MR. PRESIDENT AND MEMBERS OF THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

When the Council last met in March, it was only to put through such business as was absolutely necessary and everything which could be postponed was put aside for this session. Members of Government and those of you who come from Tirhut were too busy dealing with the after-effects of the earthquake to attend any prolonged session. The position in North Bihar, which was then obscure, is now to a considerable extent clarified, and I take this opportunity of explaining what has been done there since the earthquake and what further action Government are intending.

I think we are justified now in taking a hopeful view. From the beginning I emphasised the danger ahead for agriculture from the outpouring of sand and from the change of levels, which endangered the natural drainage. While we could know nothing definite until the country had been tested by the monsoon, it was thought prudent before the monsoon arrived, to take steps to survey as far as possible the change of levels and be ready for an emergency and to map out the extent of the land covered by what was believed to be wholly infertile sand. The position has proved to be not as bad as was expected. In their analysis of the sand neither the chemists nor botanists could find anything good. But now experience is showing that in moderate quantities it is not injurious; in fact the view is gathering strength that for some crops and in some parts of the area it is proving actually beneficial. There undoubtedly remains the problem where the deposit of sand is very deep, but the area falling under this description is quite limited, and we are not faced with a disaster of the magnitude which we at first anticipated.

On the drainage question too we have reason to hope for a return to the normal. Undoubtedly the main channels had been seriously blocked by the outcrop of sand, and when the Sikrana, Gandak and Bagmati came down in flood, the organisation of boats for relief, which had been prepared in advance, proved invaluable as it was found that the run-way of the water was slower than in the past. It took time for the current to scour the channels, but as the floods receded, it became clearer that the rivers were returning to their duty. We have had from before the monsoon a Special Engineer with a staff observing the waterways, and we hope that after the rains his observations may inform us what can be done to restore normality. I understand that three new *chaurs* have been formed where there were none before, and it is to be seen whether the level of the country permits of a

practical scheme for draining them. But at any rate, it is now apparent that the situation is not desperate for agriculture as was at first apprehended.

May I use this occasion for summarising what has been done, and is being done, through official agencies for the relief of sufferers from the earthquake. The funds administered by officials come mainly from three sources, grants coming from the Government of India, grants and loans from the exchequer of the local Government, and monies placed at my disposal by the Viceroy from his Earthquake Relief Fund and from the Famine Trust Fund. The Government of India accepted responsibility for half the cost of reconstruction of Government residences, offices and property and also for the whole rehabilitation of the local bodies, and have agreed that this last shall include the restoration of the buildings of aided schools, hospitals and other semi-public institutions including co-operative banks. They also agreed to provide the expenditure necessary for clearing sugarcane in Tirhut. To assist local bodies we have appointed a Relief Engineer and Controller of Supplies working with the Relief Commissioner, a Special Inspector of Works for the district boards of Tirhut, and for the towns four Town Engineers with their staff to advise both municipalities and private persons on engineering problems and give their services in the replacement of schools, hospitals, etc.; one of their duties is to assist the Relief Engineer in the control of supplies and to keep down profiteering on building material. The total cost of this Engineering staff, which is in the neighbourhood of one and three-quarter lakhs, will be borne by the Government of India. In the matter of supplies, cement and steel have been already considerably cheapened by the concessions made by the Cement Marketing Board and Messrs. Tata's Iron and Steel Company. The Relief Engineer is arranging now for a large reserve of brick-burning coal for issue in the cold weather to brick makers under contract to supply bricks at fair prices, and is arranging for stocks of steel, timber and other materials which will be in great demand in the coming building season.

The burden which the local Government has to carry includes the cost of its Reconstruction Department and general items connected with the earthquake, the half cost of reconstruction of Government offices and buildings which is not borne by the Government of India, grants for the clearance of sand (from the Famine Relief Fund), loans to agriculturists of all classes, and loans for rebuilding houses in accordance with the conditions of the Natural Calamities Loans Act which you passed in the last session. Most of this expenditure cannot be met out of revenue, and we have to borrow on a large scale from the Government of India. In round figures, the Government of India, and the local Government contributed nine and a half lakhs each in 1933-34, and in the course of the current year I anticipate, on the basis of the present estimates, the Government of India will contribute more than half a crore of rupees towards restoration, while the local Government will spend 27 lakhs, and in addition will make loans of various kinds to the extent of 83 lakhs.

The sphere of relief for private individuals is covered by grants from the Viceroy's Earthquake Relief Fund. I should like here to express the gratitude of the province for the generosity of the public in their subscription to both this fund and to non-official funds, and to refer particularly to the help given by Mr. S. K. Basu, the Mayor of Calcutta, in the raising and spending of the Calcutta Mayor's Fund Disbursement by the Honorary Treasurer from the Bihar and Orissa branch of the Viceroy's Earthquake Relief Fund up to a fortnight ago amounted to 51½ lakhs, and there were further liabilities for seven lakhs. The largest heads of expenditure were 10½ lakhs for urban house-building grants, 16 lakhs for rural house-building grants, 9 lakhs for semi-permanent hutting and 4 lakhs for charitable relief. The Council will see that we are dealing with large figures, and that altogether by the end of this year something like two and half crores of rupees will have been

put into circulation in North Bihar in various kinds of grants, loans and expenditure towards the restoration of that country, and I trust that you will appreciate the heavy work and responsibility undertaken by all officers engaged in the administration in that part of the province.

There has been no lack of critics who have urged us to take larger views. One ex-official, now retired to Great Britain, expounded the view that the opportunity should have been taken to migrate a million or two agriculturists to colonise virgin country in Assam and Sind. No doubt there is a Biblical precedent for wholesale deportation, but that was to dispose of a turbulent conquered race, who we are told sat by the waters of Babylon and wept when their memories dwelt on the old home. The emigrants from Tirhut, I fear, would have done the same.

Others have urged us to follow the precedent of Japan, and—using a metaphor from forestry—to clear-fell the devastated towns and remould them to our heart's desire. They have not suggested the method of payment.

A despot with no special sympathy for human feelings might have taken such measures. But my Government have taken the view that they should, if possible, avoid adding to the sum of distress, that they should repair and improve, but above all should take measures to restore as early as possible the normal life of North Bihar.

I should like in passing to refer to a particularly successful work of relief that has been accomplished in regard to the disposal of the sugarcane crop, namely the Marketing Board which organised the collection and transport of cane from the areas where the factories had been destroyed to be utilised in factories elsewhere. The Board was successful in marketing 26 lakhs of maunds at prices which averaged not less than four annas per maund, and this work, with the help of the bullock-driven mills distributed by the Director of Industries insured the profitable disposal of almost the whole of the North Bihar cane. Special credit for this is due to Mr. Scott and Mr. Lall among the officials, and to Babu Chandreshwar Prashad Narayan Sinha, and certain cane superintendents of the damaged factories among non-officials.

As you all know, the greatest fatality at the time of the earthquake occurred in the congested areas of the three towns, Monghyr, Darbhanga and Muzaffarpur. The houses, when collapsing, obliterated the streets and lanes, and even those who were able to get out of the buildings often found their escape cut off as there was no more safety in the streets. When I visited the towns, everybody with whom I talked, without exception, agreed that such a disaster must be prevented for the future, that streets must be widened and the congestion must be cured. But when practical proposals are put forward to this end, they inevitably fail to satisfy everybody. The widening of the streets and reducing of overcrowded conditions can only be effected by some displacement of the population and nobody likes to be displaced. Each individual would like to be among those left *in situ* and that others should be victims of necessity. One is bound to sympathise with a man who, after losing his house, is also compelled to move to another site to rebuild it, but, without repeating the old mistake, it is impossible to fit 20 houses into a space which will only hold 15, and there is no avoiding the transfer of the remainder to the alternative residential or bazar sites that are provided. Thus in Monghyr the worst scene of destruction was the Chowk Bazar. The *khasmahal* is being reconstituted as a bazaar with roads and lanes of proper width; fortunately there was room for expansion at no great distance and for those former residents who cannot then be fitted into the scheme, sites have been provided, and already a flourishing bazaar of a semi-permanent type is established and fully occupied and 100 more shops are being built to satisfy the demand and will be ready this month. The problem of reducing congestion in the worst areas of that town has thus been solved.

In Darbhanga the Maharajadhiraja at once decided to come to the relief of his home town. He at first proposed to make a loan of Rs. 25 lakhs as the working capital for an improvement Trust. When the practical difficulty facing a Trust financed by borrowed money, however low the rate of interest, was realized, the Maharajadhiraja generously offered five lakhs as a gift to such a Trust with a loan of more money as it was needed and could be profitably expended. There has been a great deal of misunderstanding and, I think I may say, unnecessary agitation, over this proposal, all of which I believe Mr. Brett in presenting his Bill to you for the constitution of the Darbhanga Improvement Trust will be able to remove. I have been over the plan which the Relief Engineer has drafted as a suggestion for the working of the Trust. This plan indicates how much improvement can be made over the old conditions by the extension of the Katki and Bara Bazaar to actually contiguous land without any of that wholesale displacement which the shopowners of the bazaar feared might be the consequence. His plan, if accepted would in brief make that bazaar half a mile in length instead of a quarter of a mile. If this Bill, which has received the general approval of the Darbhanga municipality is passed, there will then only remain the problem of dealing with town congestion in Muzaffarpur. In that town the Chairman of the municipality has been making a plan of land acquisition, which I hoped might be ready for consideration by Government before this session of the Council. It seems clear that the municipality would never be in a position to take and repay a loan sufficient for this purpose. It will be a matter for serious consideration whether the local Government, hard pressed though they are for money, should yet make a grant to the municipality for improvement in the most congested areas, such a grant representing a contribution of the rest of the province to the relief of the affected urban population, and an insurance against a repetition of the recent disaster.

There is one matter to be mentioned before I leave the subject of the earthquake, that is the transfer of Government offices. In many places the ground is so broken by subsidence and by fissures that it is not possible to rebuild the Government offices on, or adjacent to, the sites which they occupied before the catastrophe. Obviously the transfer of Government offices from a town means a disturbance of normal life and business there, a fall in land values and some consequent loss to residents. I hope we shall be able to limit the transfers to one district headquarters and one subdivisional headquarters—Motihari and Sitamarhi,—and in both cases new sites have been selected where the ground is safe at no unreasonable distance from the existing towns. Elsewhere I believe we shall not be compelled to evacuate the towns altogether.

You have in front of you an unusually heavy programme for the summer session. I have already mentioned the Darbhanga Improvement Trust Bill, for which Government propose to-day to ask for a Select Committee to report on the Bill in time for the remaining stages to be put through before the end of the session. Another important piece of Government legislation is the Co-operative Credit Bill, the amendment of which was recommended by the Committee which enquired into the system two years ago. Criticism is often levelled at that Department on the ground that there is too much official control. Almost as frequently the criticism of the Department is to the effect that there is too little control and Government should accept more responsibility for the banks and societies. The present state of affairs is causing considerable anxiety and the Bill, which is mainly based on the Hubback Committee's report, is designed to put the movement upon a sounder basis. The Government Member will move for a Select Committee to sit on the Bill in the coming cold weather in Patna. There are also two major non-official Bills to be presented with the Select Committee's reports. The Waqf Bill deals with a question that has been agitating the minds of the Muslim section of the Council for

some years past. It seems to me clear that whatever Board of Control is set up to supervise Muhammadan endowments can only function if it is self-sufficient in the matter of finance. There can be no claim that the general revenues of the province should be drawn upon for the management of the endowments of one community.

The other important Bill is the amendment of the Tenancy Law for Bihar. The Select Committee has made considerable changes in the Bill as originally introduced and the Bill, as now recommended, I think, contains nothing that was not substantially in the last Bill prepared by Government on the subject, which was abandoned in view of the disagreement of the representatives of landlords and tenants. Looking at this Bill from the tenants' point of view, I attach considerable value to defining his rights in the use he may make of his holding, his rights in the trees on his holding, his rights of transfer, and particularly to the new period of limitation for suits for produce rent. Subject to a few minor amendments being accepted, the Government members on the Committee have approved of the provisions of the Bill now to be presented and it is for the Council to decide if the Bill is a useful contribution to conciliation and to the establishment of healthier relations between the landlords and tenants of Bihar.

You will, I know, be anxious to hear details of the severe floods caused recently in Bihar by the rise in the Ganges and its important tributaries. It has not been possible to collect as yet a full account from the districts that suffered from the deluge. But as soon as detailed reports have been received, the Hon'ble Mr. Whitty will make a statement to the House.

I leave you now, Gentlemen, to your deliberations.

B.—His Excellency Sir James Sifton's speech at the "Silver Jubilee Fund" meeting on the 1st March 1935.

This province is perhaps somewhat belated in holding its meeting on the subject of the Jubilee Fund. But the reason for this is that the matter came up for consideration just before the Hon'ble Mr. Whitty was handing back the province to my charge. The Silver Jubilee Fund is, as you know the fund which His Excellency the Viceroy is raising to commemorate the twenty-fifth Anniversary of Their Majesties' accession to the Throne. That Jubilee is to be celebrated this year in the month of May. I may say that to Bihar this occasion should be a matter of special interest; for, it will be remembered that it was in accordance with the personal pronouncement of His Majesty at the Delhi Darbar of December 1911 that Bihar and Orissa came into existence as a separate province. Until then Bihar had been an appendage, and as we Biharis thought, a somewhat neglected appendage of Bengal situated a long way from the seat of Provincial Government in Calcutta. But from the date of His Majesty's pronouncement at Delhi, Bihar has gone forward slowly perhaps, but steadily, and while all India rejoices in the celebration of the Jubilee, Bihar has special reason for showing its patriotism.

After the Darbar, Their Majesties visited Bihar and as was to be expected, received a demonstrative welcome in Arrah, Bankipur and Tirhut. And I know that that visit still remains in their memory for when I had the honour of being received by His Majesty before taking charge of this province, he asked me many intimate questions about Bihar indicating the close interest he felt in the welfare of the province in the birth of which he had participated. So I say Bihar has a particular reason for celebrating this happy occasion.

While we are joining with all parts of the British Empire in celebrating the year when Their Majesties' reign has reached a quarter of a century, there should be no question at all of any politics. In India, as in England, Their Majesties stand outside the range of political rancour, and all their subjects alike, of whatever race or creed or opinion, will welcome the opportunity of giving expression to their feeling of loyalty.

In deciding to raise a single All-India Fund to celebrate this year of Jubilee, His Excellency the Viceroy had in mind that even if he did not give a lead to the country, still money would be widely subscribed on such an occasion to charity; and he felt that such liberality would be put to the best use if the stream of charity were directed to one central purpose. Otherwise there was a danger that funds may in some cases be dissipated on less worthy purposes instead of being applied to institutions which have already proved their worth and are daily benefiting the people throughout the whole of India. I am far from decrying the usefulness of many commemorative buildings and institutions to be found in the towns and cities of this province. Generous benefactors in the past have given many public gifts as memorials of the late Queen Victoria and the late King Edward, Halls, Clubs, libraries and Clock towers still bear their names. But His Excellency the Viceroy decided, and Their Majesties agreed, that the best use would be made of the occasion by the institution of a Central Jubilee Fund.

Her Excellency Lady Willingdon was accordingly entrusted with the general execution and organising of an appeal to the Princes, to wealthy landowners and merchants as well as to the people of India at large for a signal proof of their devotion to the Crown and of their generosity towards those in need of help; Her Excellency has issued an appeal which I think most of you will have received or read already, but from which I should like to quote a few of her words. She has written :—" In honour of the 25th Anniversary of His Majesty's accession to the Throne and in commemoration of that event, a fund is to be raised in India which, at Their Majesties' desire, is to be devoted to certain selected medical and relief associations of an All-India character. I have readily accepted the responsibility of organising the general arrangements in connection with this Fund, and I feel I must beg for the warm support of all classes in the country; with a special appeal to the women of India to assist me. And I do this with the greater readiness for the reason that the monies collected will be largely devoted to the relief of the poor and needy and of the women and children in hospitals and dispensaries throughout the country ".

This is the intention of the Fund and, as you have heard, the idea in our minds is that the portion of the Fund which is assigned to this province should be devoted to the improvement of medical work and in particular of the medical work associated with the Lady Dufferin Fund in Bihar and Orissa.

Before I returned to India this month, Mr. Whitty had taken up the matter and had appointed a strong representative Committee under the presidency of Sir Courtney Terrell to organise and appeal and to collect funds. The Committee have broadcasted appeals in the principal vernacular of the province which are bound to be effective in securing contributions from all sides and from all classes to the Jubilee Fund. Sub-Committee are at work in the districts supplementing these appeals and I hope that shortly, in fact within a few days, small subscriptions in very large numbers will be collected through the agency of a Flag Day. But I was assured—and it agrees with my own experience—that the spoken word is more powerful than the printing press : and that is why I am to-day here in the Capital

making this personal appeal to all Biharis to subscribe as liberally as possible that the contribution of Bihar and Orissa may be not unworthy of our province.

C.—His Excellency Mr. J. T. Whitty's speech at Gaya on the 10th January 1935.

I know well that many among the better classes in Bihar have been impoverished by the earthquake of last year and cannot loosen their purse strings as they would otherwise have liked to do. I know too that many, who were not themselves sufferers from that disaster, have subscribed most generously in the past year to the relief of the actual victims, and I know that it is not easy to meet fully two such appeals made upon your generosity in quick succession. But I believe that I can count upon Bihar to do its very utmost to demonstrate its loyalty and devotion to the Person of our Sovereign in the way of which he himself has approved.

I have to thank you all for the very kindly welcome which you have given to Mrs. Whitty and myself. It is a pleasure to come back to a district where I spent many years of my official life and in which we have made and kept so many friends. I know Gaya—both the town and the muffasil—better than any other part of the Province In the days when I was here I was not only District Magistrate, but Chairman of the District Board and Municipality so that I feel that I have really an intimate knowledge of your problems and your difficulties and can sympathise with your aims and aspirations.

Before I deal with your addresses I am going to take the opportunity as an old friend of giving you my opinion and advice on a subject which is occupying all our minds and on which the whole future of India depends. I mean of course the new constitution and the Joint Select Committee's Report.

You will probably hear people say that the Governor is an official apologist and that you need not take what he says for his own honest opinion. I think I can claim that you know me well enough to know that I would not get up to defend proposals of which I really disapproved, and also that if I do state definitely, as I do, that I am giving my honest opinion, I shall mean what I say. I came out to India in 1899 and have just finished my 35 years service, practically all of it in this Province. I shall retire very shortly and have no intention of taking any further post under Government even if it is offered to me. So that I think you can treat any advice and opinion I may give as well-informed and disinterested. I may say to strengthen the claim to have my opinion considered, that the newspaper in this province which represents the views of Congress and has been a consistent and bitter opponent of Government, has recently been so kind as to refer to me in another connection as a man of " almost unrivalled knowledge of men and things in Bihar ".

I am not going to try to examine the proposals in the Joint Select Committee's Report in detail and comment on them but I want you to compare the claim which is made for them by Government and the attitude of those who oppose them, and make up your mind which is reasonable. I will take the views on the Select Committee's report of this newspaper, the *Searchlight*, to which I have just referred, from a leader in an issue of the 25th November where, after saying that the Committee has only done what was expected of it, they go on to say " the Committee was in fact charged with the mission of so examining the proposals contained in the

report as to close any loophole that might have by inadvertence been left by the authors of the White Paper to so cotton them against leakage as to make the proposed constitution absolutely freedom-proof for all time to come ".

Subsequently, on the 6th December, the Congress Working Committee passed the following Resolution :—" Whereas the Joint Parliamentary Committee's scheme, designed as it is to facilitate and perpetuate the domination and exploitation of this country by an alien people under a costly mask is fraught with greater mischief and danger than even the present constitution, this Committee is of opinion that the said scheme should be rejected ".

Now, gentlemen, I take it that this represents the general line on which Congress wishes to attack the proposals of the Joint Select Committee, and I say that it is so unreasonable and unfair and that no man who has any common sense at all can possibly accept it.

It is very hard to define the meaning of freedom. No individuals, no communities, and no nations are free to do just what they please without regard to the wishes of other individuals, other communities and other nations. But I believe freedom for a nation essentially means good government. I do not think there is any substance in the old much quoted tag that " good government is no substitute for self-government " because I believe that no Government is good unless it is in close touch with the people governed and gives expression to their wishes and aspirations. A nation may have good government and freedom under an autocracy and bad government and oppression under a democracy. Democracy does not in itself mean freedom, but we believe, and in England we have based out belief on experience, that democracy is more likely to secure good government than any other form of government.

In England democracy has been on the whole a success because it has been built up slowly and because the people have learnt by experience to use it in the right way. In many countries it has failed to hold its own and has been superseded by an autocracy or by an oligarchy backed by armed force in which it has become impossible to find out what the real will of the people is.

We still believe that England is the best-governed country in the world and has done most for freedom and to advance the happiness and prosperity of mankind, and we want India to profit by what we have learnt by experience and follow in our footsteps. The Congress and the opponents of the present scheme of reforms ask why England should have any say in the form of government in India. The answer to this is in history. I think it is true to say that the history of most of India before the beginning of the 19th century consists of periods of autocracy, in which the rulers for the most part did not come from the people they governed, interspersed with the periods of anarchy.

The story of the last three hundred years in India is outlined very briefly in paragraphs 6 to 10 of the Joint Select Committee's Report. It is enough for me to say that England came in at a time of India's dire need when the whole country was suffering the most bitter distress from the effects of anarchy and gave such peace, good government and prosperity as she had never known before. It is because chance or Providence has directed that England should play this part in India's affairs, that she has to go further and help India who is still a child among nations along the road to democracy.

India has greater freedom now than most nations in the world because her government is in touch with the people governed and gives expression to their wishes, but we believe that a closer, a safer and a more permanent touch can be secured by an advance towards democracy.

The opponents of the Joint Select Committee's Report say that this scheme represents no real advance because the Governor-General and the Governors have so much reserve power that it is distinguished autocracy. I am not going to discuss these reservations and safeguards; they have been examined and I think fully justified in the report.

I want you to appreciate one or two broad facts which make it absolutely certain that this is a very great step forward on the road to democracy and a step which makes other steps, when the time comes, possible and almost inevitable. To talk of it making the constitution absolutely freedom-proof is all moonshine.

The essence of democracy is that the people as a whole shall have a constitutional means of making their wishes known. The mere fact that they can make them known in this way will be sufficient to ensure in the end that they shall be given effect to.

If there is widely extended franchise through which the members of the legislatures are elected, even if the powers of the legislatures and the powers of the Executive Members of Government taken from the legislatures are restricted to some extent in the early stages of development, the people have a thoroughly effective way of expressing their wishes.

No one can possibly say that the scheme for a new constitution in the Joint Select Committee's Report does not provide a very wide extension of the franchise, and on this ground alone the scheme makes a great stride forward on the road to democracy. It is perhaps the greatest extension of the franchise that has ever been made in any country at one time. It might have been wider still if the administrative difficulties of holding an election of so many millions of voters had not been so great. But provision has been made in this scheme in paragraphs 374—381 of the report by which a demand for a further extension and for other constitutional changes can be made, and it is certain if it has been shown that democracy is working well in India and giving good government, that this demand will be met if it is made.

The Congress leaders and others will tell you again that the British Parliament has no right to say when this advance shall be made. I can only say again that Providence has placed this responsibility in their hands. It is the British Rule in India which has brought peace and good government out of chaos and it is this peace and good government which have made it possible for something like a nation with a common speech and a common idea of civilisation and self-interest to emerge. But India as a nation is still very young. The common speech and common ideas though they extend over the whole country belong to a very small fraction of the people. We know this very well in our own province where we have got different languages and stages of development in Bihar, in Chota Nagpur and Orissa—differences between caste and caste, differences between Hindus and Muhammadans—differences between Biharis and Bengalis, all of which and very many more make progress and self-government difficult. As a nation India still needs protection, control and advice from the nation that has helped her so far on her way. Every reasonable man must admit this. The only real question that any one can ask is whether the rate of advance is too slow. Personally, I am convinced that it is not, but if any one thinks it is, the right way to prove it is to work the reforms and show that in these wide spheres in which Indians will now have almost complete control, they can give as good government and satisfy the people as well as the old form of government has done.

The idea underlying the whole scheme of reforms is that England and India shall work together as partners. Can any honest man possibly say that England has not given an immense amount that is good to India and

that India is not better off because of the work that Englishmen have done for the country. India cannot stand alone yet, everyone admits this. What we have to work for is a partnership in which each country will benefit the other, and in which India will take over more and more control of her own affairs as she grows to true nationhood.

Dr. Johnson used to say, " We must clear our minds of cant ". It is cant to say, when a scheme, which gives Indians much greater control of their own affairs, is put forward, that it is an attempt to make the constitution freedom-proof and that England has been an enemy to India and an enemy to freedom. These are just catch phrases with no real meaning. All the world knows that no country has ever done more for India and more for freedom. I ask you when people say things like this, not to accept them like sheep; to think what you yourselves know of Englishmen and their work. You have seen many English Magistrates, Policemen, Engineers, Doctors and others in your district. Do you not agree that it is mere foolishness to say that they are men who have not tried to help you to get justice and good government and to relieve distress. I believe that when Sir James Sifton, your Governor, dies, you will find engraved on his heart the words " the raiyats of Bihar and Orissa ". I know he has given more of his time and thought and work to helping the peasantry who form the vast majority of our people than any one else in the province has done. Is it conceivable that a man who has worked all his life to prevent oppression and to secure good government will suddenly become an enemy of freedom?

These reforms offer you an opportunity to take a far larger share in the government of this great country, to take almost complete control of the government of your own province and in this you will have the help and advice of men you know and trust, who will only be called on to interfere against the advice of your Ministers in exceptional circumstances which need never arise.

I think we are all too much inclined to look at these changes from a wrong angle. What I want to emphasise is that for generations England and India have been associated together for their mutual benefit. Indians and Englishmen get on well together. There is good-will on both sides. I can assure you all that I am absolutely and entirely convinced that the proposals in the White Paper and the Joint Select Committee's Report are based on good-will to India. Non-co-operation and an attempt to wreck the reforms can only stir up ill-will.

What is the statesmanlike and politic attitude to take, to stir up ill-will and throw this offer of help and co-operation back in the face of the British nation or to say, if this is what you believe, " we do not think you have given enough or trusted Indians enough, but we believe that you wish us well and we will work the new constitution to get the very best out of it and to show that this best is not enough and that the safeguards and reservations are not necessary to secure good government and freedom but stand in its way ".

I cannot believe that those of you who claim to be the intelligentsia of India will refuse to accept this offer. It is a gesture of good-will and it is very true that if you do not recognise and accept it, you will set back the clock in India in your march towards democracy by many a weary year.

APPENDIX V.

Sources of information available to public.

CHAPTER I.—POLITICAL AND GENERAL EVENTS.

A Report on the Bihar Earthquake up to the 31st December 1934.

CHAPTER II.—FINANCE.

Financial statements for Bihar and Orissa, 1934-35, and Debates in the Legislative Council on the budgets for 1934-35 and 1935-36.

CHAPTER III.—THE LEGISLATURE.

Proceedings of the Bihar and Orissa Legislative Council (Volumes XXIX, XXX, XXXI and XXXII).

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolution reviewing the reports on the working of the district boards and municipalities in Bihar and Orissa during 1934-35.

CHAPTER V.—EDUCATION.

Report on the Progress of Education in Bihar and Orissa for 1934-35.

Bihar and Orissa Council of Women—Report for the year 1935.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Public Health Report for 1934 and the Annual Vaccination Report for 1934-35.

Annual Report of the Superintending Engineer, Public Health Circle (Engineering Branch), for 1934-35.

Annual Report of the Prince of Wales Medical College for 1934-35.

Annual Report of the Medical Schools in the province for 1934-35.

Annual Report on the working of Mental Hospital, 1934.

Annual Report on the working of Radium Institute for 1934.

Annual Report on the working of Pasteur Institute for 1934.

Annual Report of the Itki Sanatorium for 1934.

Annual Returns of Hospitals and Dispensaries for 1934.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1934.

Report on the Administration of Criminal Justice for 1934.

Report on the Administration of Civil Justice for 1934.

Administration Report on Jails in Bihar and Orissa for 1934.

CHAPTER VIII.—Excise.

Report on the Administration of the Excise Department for 1934-35.

CHAPTER IX.—The Land and the People.

Report on Land Revenue Administration for 1934-35.

Report of Wards, Encumbered, Trust and Attached estates for 1934-35.

Annual Report on the working of the Department of Land Records and Surveys, Bihar and Orissa, for the year ending September 1935.

Annual Report on the Administration of the Forest Department for 1934-35.

Administration and Progress Report of the Public Works Department (Roads and Buildings) for 1934-35.

CHAPTER X.—Agriculture and Co-operation.

Annual Report of the Agricultural Department for 1934-35.

Annual Report of the Civil Veterinary Department for 1934-35.

Report on the working of the Co-operative Societies in Bihar and Orissa for 1934.

Season and Crop Report, 1934-35.

CHAPTER XI.—Commerce and Industry.

Report of the Chief Inspector of Mines in India for 1934.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa in 1934.

Maritime Trade Report, Bihar and Orissa, for 1934.

Annual Report on the working of Joint Stock Companies in the province of Bihar and Orissa for 1934-35.

Annual Report of the Director of Industries for 1934-35.

GLOSSARY.

Vernacular.	English.
Akhara ...	... A festival procession of the Muhammadans.
Ayurvedic ...	... Medical science of the Hindus.
Bakrid ...	... A Muslim festival at which cows are sometimes slaughtered.
Bazar ...	... Market place.
Bandh ...	... Embankment.
Bhadai ...	... Autumn crop.
Bhang ...	... An intoxicating drug made from the leaves of the hemp plant.
Bidi ...	... Tobacco leaf used for indigenous cigarettes.
Bigha ...	... A varying unit of land measurement, generally about one-third acre.
Bustee ...	... A village.
Challiswa Muharram ...	... 40th day from the Muharram—a Muslim festival.
Chamain ...	... A village midwife of low caste.
Chaur ...	... Lowland.
Choukidar ...	... Village watchman.
Dai ...	... Maid-servant, midwife.
Dasahra ...	... A Hindu festival.
Ganja ...	... The hemp-plant which is smoked for intoxication.
Ghee ...	... Clarified butter.
Gur ...	... Raw sugar.
Harijan ...	... Literally creature of God. A term invented by Mr. Gandhi to designate members of the "depressed" Hindu castes.
Hartal ...	... Suspension of business, used as a political demonstration.
Hakim ...	... A Muslim village doctor.
Hathia ...	... An autumnal rain.
Idulfitr ...	... A Muslim religious festival.
Kamdar ...	... Expert cultivator.
Kamia ...	... A bonded labourer.
Kala-azar ...	... Black fever.
Kabil lagan ...	... Land assessable to rent.
Karbala ...	... A place where religious emblems of the Muharram festival are deposited.
Khasmahal ...	... Under direct management of Government.
Khanapuri ...	... Preparation of draft record-of-rights in land after the survey is completed.
Mela ...	... Fair or religious gathering.

VERNACULAR.	ENGLISH.
Madrasa ...	... School for education in Urdu, Persian and Arabic.
Maktab ...	... Elementary village school for education in Urdu.
Muharram ...	... A Muhammadan festival.
Mahabir Jhanda	... The flag of Mahabir (Monkey God).
Nilgai ...	... Literally "Blue cow"—a species of deer, revered by some classes of Hindus.
Pachwai ...	... Beer made from grain, usually rice.
Panchayat ...	... A committee, a body of arbitrators, originally five in number.
Pathsala ...	... Elementary village school where Sanskrit is also taught.
Patwari ...	... A rent collector.
Rabi ...	... The spring harvest.
Raiyat ...	... A tenant cultivator.
Rakhat ...	... Reserve (of forests).
Rahat pump ...	... Persian wheel.
Ramnavami ...	... A Hindu festival.
Rathjatra ...	... The car festival.
Sahiwal ...	... A Punjab breed of good milch cattle.
Sanatanist ...	... A follower of Sanatan Dharma, i.e., an orthodox Hindu.
Swaraj ...	... Self-Government.
Singhara ...	... Water berry.
Shikari ...	... A man after game.
Takavi ...	... Agricultural.
Tari ...	... Fermented juice of the palm tree (toddy).
Tharparkar	... A fine breed of cattle originally from the province of Sind.
Tibbi ...	... Medical science of the Muhammadans.
Tol ...	... School for Sanskrit education.
Vaidya ...	... A doctor.

MEASUREMENTS.

80 tolas	= 16 chittaks = 1 seer (about 2 lbs. avoirdupois).
40 seers	= 1 maund.
1 lakh	= 1,00,000.
1 crore	= 100 lakhs.

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